TEACHERS COLLEGE RECORD

PROFESSIONAL STATUS OF TEACHERS

NOW IS THE TIME . . . Henry Toy, Jr. 3

SCHOOL BOARDS LOOK AT THE TEACHING PROFESSION W. A. Shannon 8

MANPOWER PROBLEMS IN RURAL SCHOOLS James G. Patton 14

PROFESSIONAL TEACHERS FOR THE NATION'S SCHOOLS Ernest G. Swigert 20

A TEACHER UNION LEADER VIEWS SCHOOL PROBLEMS Carl J. Megel 26

THE PRICE OF GOOD EDUCATION IS THE PRICE OF GOOD TEACHING Wilson Compton 32

THE RIGHTS TO LIFE, LIBERTY, AND—LEARNING Louis William Norris 38

INSTITUTIONAL COOPERATION IN TEACHER EDUCATION Donald P. Cottrell 45

PROFESSIONAL STATUS: A CONCOMITANT T. M. Stinnett 52

BOOK REVIEWS 58

OCTOBER 1957

TEACHERS COLLEGE, COLUMBIA UNIVERSITY

TEACHERS COLLEGE RECORD VOL. 59, NO. 1, OCTOBER, 1957

The TEACHERS COLLEGE RECORD is issued eight times a year, monthly except June, July, August, and September. The subscription price is $4.00 per year; foreign postage, 50 cents. Single issues are sold at 75 cents each. Publication offices, 1407 Sherwood Avenue, Richmond, Va., and 525 West 120th Street, New York 27, N. Y. Editorial and general offices at the latter address. Printed in the United States of America. Second-class mail privileges authorized at Richmond, Virginia. Copyright 1957, by Teachers College, Columbia University. Microfilm copies of Vols. 55, 56, and 57 are available. For details, write to University Microfilms, 313 N. First St., Ann Arbor, Mich. Microcards of Vols. 1 through 15 are also available. For details write to J. S. Canner & Company, 46 Millmont St., Boston 19, Mass.

EDITORIAL STAFF

MAX R. BRUNSTETTER, *Editor*
LAWRENCE A. CREMIN, *Associate Editor*
JEAN B. TANNER, *Production Editor*

EDITORIAL ADVISORY BOARD

ARNO BELLACK
JOEL R. DAVITZ
JOHN L. HUTCHINSON
MARY ELLEN OLIVERIO
A. HARRY PASSOW
E. EDMUND REUTTER, JR.
FRANCIS SHOEMAKER
EUGENIA K. SPALDING
WILLIAM M. WISE

BUSINESS MANAGER
HAMDEN L. FORKNER, JR.

The TEACHERS COLLEGE RECORD aims to present stimulating reading for educational workers interested in broad professional competence. Today the teacher, the counselor, the school nurse, the administrator—everyone in education—needs insights and facts from many areas of professional activity. It is hoped that the reader, whatever his specialty, will constantly find in these pages ideas he can put to good use.

Articles in THE RECORD do not represent a single point of view. Fruitful thinking comes often from the challenge of opposing ideas. Therefore the opinions of the contributors are not necessarily those of THE RECORD editors, and are not intended to reflect institutional policy.

EDUCATIONAL MEASUREMENT AND EVALUATION

By J. M. BRADFIELD *and* H. STEWART MOREDOCK, *both at Sacramento State College.* This basic comprehensive text is designed to aid teachers in understanding the principles and the practice of valid measurement and evaluation techniques. An excellent guide and reference, the book affords an intelligent balance between theory and application and provides an extensive glossary of technical terms.
1957 509 pages $5.50

DEVELOPING A HIGH-SCHOOL CORE PROGRAM

By LUCILE L. LURRY, *University of Kentucky, and* ELSIE J. ALBERTY, *The Ohio State University.* Presenting the philosophical and psychological basis of the core program, this practical text emphasizes its specific purposes, structure, and techniques. The problems involved in developing a core program are thoroughly analyzed in the light of the authors' experience; principles and practices are documented throughout with examples drawn from core classes.
1957 297 pages $4.75

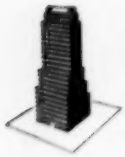
CREATIVE AND MENTAL GROWTH, Third Edition

By VIKTOR LOWENFELD, *Pennsylvania State University.* Now applicable to secondary as well as elementary schools, the new third edition of this leading text in art education incorporates the latest research throughout the book and features six new chapters plus new illustrations. Reproductions of paintings by high school students are included among the new illustrations. *1957 541 pages $5.90*

PERSONAL ADJUSTMENT: An Approach Through The Study Of Healthy Personality

By SIDNEY M. JOURARD. Clearly written, from a positive point of view, this well-documented text discusses the factors determining the healthy adjusted personality. ". . . it is indeed a new approach to mental hygiene and a far better one than what we now have available."—From a critical report. *Ready Spring 1958*

The Macmillan Company
60 FIFTH AVENUE, NEW YORK 11, N.Y.



McGraw-Hill Books For Educators

THE CHILD IN THE EDUCATIVE PROCESS

By DANIEL A. PRESCOTT, University of Maryland. 502 pages, $6.50

A leading authority in the field of Child Development has written "one of the few really great professional books of our generation," the result of a study of some 40,000 students throughout the country who have completed work in his program. Part I "On the Educative Process," shows that learning, development and adjustment are individual matters; Part II "On Understanding Children," analyzes the knowledge and skills a teacher must have to understand his pupils as individual developing persons; Part III "On Human Development," gives a brief statement of a theoretical foundation to explain development, behavior and adjustment; and Part IV describes practical steps taken by schools to implement the process.

HOW CHILDREN LEARN: An Educational Psychology

By ARDEN N. FRANDSEN, Utah State Agricultural College. *McGraw-Hill Series in Education.* 546 pages, $5.50

A text specifically designed for prospective elementary school teachers. Develops an integrated theory of learning, which will increase teachers' understanding of how children learn and improve skills in guiding children in learning. The book begins with a discussion of objectives toward which children should strive. It then considers the kinds of learning activities by which these objectives can best be obtained, followed by an integrated theory of learning. It is a thorough effort to apply the whole background of the science of learning, as contributed both by psychologists and educators, to more effective teaching.

PRINCIPLES OF SCHOOL ADMINISTRATION

By PAUL R. MORT, Teachers College, Columbia University, and DONALD H. ROSS, N. Y. State Education Dept. *McGraw-Hill Series in Education.* New Second Edition. 448 pages, $6.00.

Revised, expanded, updated . . . this new edition presents a comprehensive treatment of the underlying principles of school administration derived from the objectives of education and from the common sense of culture. It shows the bearing of these principles upon all aspects of administration—personnel problems, curriculum problems, finance problems, school-building problems, and legal problems. Questions and exercises are carefully selected to provide a laboratory development which will give the student a growing understanding of the synthesis.

ADMINISTERING THE PEOPLE'S SCHOOLS

By ALBERT L. AYARS, Education Director, Hill & Knowlton, Inc. *McGraw-Hill Series in Education.* 366 pages, $5.50

A very readable, practical handbook for the novice in school administration and a reference for superintendents and principals. It interrelates their responsibilities in each, and enables the new administrator to see his task in its legal and philosophical setting, providing him with the tools to cope with the realities that face him.

Send for copies on approval

McGRAW-HILL BOOK COMPANY, INC.
330 West 42nd Street **New York 36, N. Y.**

VOL. 59, NO. 1 OCTOBER 1957

TEACHERS COLLEGE
RECORD

Foreword

By education, a professional; by method, an artist; by employment, a public servant. Is it any wonder that the teacher is confused by the ambiguity of his role and uncertain of his status in contemporary America?[1]

THE young man who wrote these lines is a prospective teacher. He might have called attention to many other problems affecting the status of his chosen profession—some of long standing, others reflecting the current scene.

Why the concern over lifting the professional status of teaching to the highest possible level? The goal is crucial. It is to set up conditions which will produce minds and personalities truly fitted for the exacting task of educating our children and youth. Indeed, in one sense education is the key profession in that it provides the foundation upon which the specialized preparation of all other professions must rest.

The problem is of course complicated by the present shortage of teachers. When only the most competent should teach, when every child should have the benefit of skilled guidance in uncrowded classrooms, it has been necessary to recruit personnel with substandard preparation and to adopt other expedients. How can professional status—in the fullest sense of the term—be achieved when professional standards are not met?

Under the stimulus of vastly increased school population at all levels, educational organizations have been joined by lay groups in charting programs to solve current problems and to improve the quality of education generally. Amid this general effort, a central concern has been to raise the professional status of teaching.

In planning this special issue of THE RECORD, the Editorial Board invited official spokesmen of certain national organizations to present statements on recruitment, professional preparation, and financial support. Since each organization has its own primary interests, the writers were asked to include any additional

[1] Stuart Selbst, in *Communication Lines*. Newsletter of the Department of the Teaching of English and Foreign Languages, Teachers College. Spring Issue, 1957.

comments which from their point of view seemed especially timely and important.

The following are represented in this issue: the National Citizens Committee for the Public Schools, the National Association of School Boards, the National Farmers Union, the National Association of Manufacturers, the AFL–CIO American Federation of Teachers, the Council for Financial Aid to Education, Inc., the Association of American Colleges, the Association of American Colleges of Teacher Education, and the National Commission on Teacher Education and Professional Standards of the National Education Association. Many other groups with equal regard for education could have been asked to participate, but obviously it was impossible to sample the opinions of all.

The writers show no disposition to equate "professional status" with the teacher's standing in the community. They are dealing with the qualifications of a profession, and with the steps by which education may attain these standards. They are thinking in terms of long-range planning.

The reader will find emphatic agreements and equally vigorous disagreements. There is consensus, for example, that the impetus for achieving higher professional status must come from the teaching profession itself; the job cannot be done by laymen working on behalf of teachers. Some of the cleavages represent issues on which there is bound to be much discussion: merit-based salaries, taxpayer demands for economical school-buildings, the use of television for large-group instruction.

By design, three of the nine articles deal with higher education. The college professor is not only the instructor of educated laymen, he is also the teacher of prospective teachers and a leader in the continuing education of teachers in service. Thus the problems of higher education have special pertinence to our discussion.

Anyone who reads these pages cannot but be impressed by the keen interest of these representative and influential components of our society in securing the best possible teachers for our children and youth. Equally significant is the concern exhibited by the profession itself that its members recognize the importance of their task, and acquire the arts and skills, the understandings and knowledge for the best interests of the individual learner and of society.

FRANCIS SHOEMAKER
MAX R. BRUNSTETTER

Now Is the Time . . .*

HENRY TOY, JR.

PRESIDENT, NATIONAL CITIZENS COUNCIL FOR BETTER SCHOOLS

I AM a layman invited to speak to the teaching profession on the highly technical question of professional status of teachers. Certainly I'm not expected to look at the subject from a technical point of view. Members of the profession are far better qualified to do that. What must be expected of me is an overview of the question, a look at it from the outside.

As a layman, I am perhaps expected to say that laymen can do a great deal to raise the status of teachers. They can, and they are doing it. They are helping improve the climate in which teachers work. They are recruiting top students to enter teaching. They are working to improve salary schedules. They are striving to make teachers truly an integral part of their communities. And all of this is to the good. But I submit that these things, singly or combined, are the periphery. The center of the problem rests with the teaching profession itself.

Therefore, what I can do in this short space is raise some questions, report some trends, and describe the arena in which the battle will be fought in the next few years. My qualifications for doing this are based on the thousands of talks I've had with laymen about our schools.

WHO IS IN THE TEACHING PROFESSION?

Teaching is a mass profession today, with more than a million and a quarter men and women making their living in education. There isn't another profession that touches it for sheer numbers. There are about 200,000 doctors, even fewer lawyers, and some 100,000 dentists. But the doctors, lawyers, and dentists have taken tremendous steps in insuring competence and in screening members of their professions. Most important of all, they've taken initial steps themselves. They have cooperated fully with laymen, so that the standards were not imposed on these professions from the outside.

Unless the teaching profession can take similar self-policing steps, my guess is that it stands in grave danger of having the steps taken by outsiders.

But it's much more difficult for the teaching profession because of factors that set it apart from other professions. First of all, a young medical student who goes into internship has made a once-and-for-all choice of a profession. It is rare to hear of a doctor who changes his profession. It's getting rarer to hear of a teacher who doesn't! A large percentage of the teaching profession is made up of young women who never expect to make teach-

* Mr. Toy was special assistant to the chairman of the White House Conference on Education. He is author and commentator of the Westinghouse Broadcasting Company's weekly radio education news program, "Spotlight on Schools," and is publisher of the newspaper *Better Schools*.

ing their career. They hope to teach as a stopgap before marriage. To a lesser degree, this is true of the men entering teaching, many of whom today are using teaching as a steppingstone to a job in industry. The turnover in teaching every single year is nearly 10 per cent. Despite the competence and conscientiousness of many of these short-term teachers, they are not professionals and they don't stay in the field long enough to become professionals.

These nonprofessional members of the teaching profession, therefore, seem to be pushing the entire profession in a direction that guarantees short-term gains rather than long-term status. It is only natural that a teacher who expects to teach about five years would advocate a salary schedule which carries a maximum that can be reached in five years. I say it's only natural; I do not say it's professional.

Here, then, is a high priority job for the teaching profession: define the profession more clearly in terms of the truly professional career teacher.

WHAT HISTORY DOES THE PROFESSION HAVE?

Among the many reasons I have for believing the teaching profession itself can assume full responsibility for raising its professional status is the brilliant history it has already had in this regard. Look at this capsule trend which is the result of efforts by the teaching profession working practically single-handed:

Ninety years ago elementary school teachers (fewer than 200,000 in all) rarely had any education beyond that acquired in the schools in which they taught.

Fifty years ago not more than 20 per cent of all teachers (there were about a half million) had any special training for teaching.

Forty years ago one-third of all teachers (under 700,000 total) had no more than two years of education beyond the eighth grade and half of them had no more than four years.

Twenty-five years ago, when there were about 850,000 teachers, most teaching certificates were still issued at the local and county level, which meant few standards were maintained or enforced.

Twenty years ago there were about 875,000 teachers, but a quarter of the states required only high school graduation or less for elementary teacher certificates.

Today state certification laws require college training ranging from one year to four years, with a bachelor's degree, as a minimum for the well over one million classroom teachers.

The profession has consistently raised certification standards, which helped to increase competence in the profession and helped to keep incompetents out. There have been better supervision and in-service training of teachers, both of which combined to raise standards. The profession has done much to remind the public of the importance of teachers and to make laymen aware of the undeserved low status and pay accorded teachers. It has also increased the security and bargaining position of teachers.

But many recent actions have been aimed at benefiting schoolteachers rather than education as a whole. The hope, undoubtedly, was that what benefited teachers benefited children. But in reality this approach toward professionalism is not necessarily valid. Laws and requirements to protect and improve the security and position of the small core of professionals are always going to protect and improve the security and position of the large fringe of nonprofessionals and the small proportion of the truly unfit.

I find this point of view not only among laymen but among members of the teaching profession. Here is how George E. Carrothers, Professor Emeritus of Education, University of Michigan,

put it in the May 25, 1957, issue of *School and Society:*

> Teachers, by and large, have not developed superior teaching methods, nor have they developed means to show clearly to parents and boards of education the distinguished work of master teachers. We have not been willing to stand as a profession to proclaim the work of outstanding teachers and to insist on deserved recognition and reward. Rather, we have been willing to join others in pressure organizations for the securing of the single salary schedule, with little regard to teaching effectiveness. At the present time, our profession as a whole discourages merit recognition of effective service. Nothing could be more disheartening to ambitious young men and women entering the profession imbued with the desire to become masters in their chosen fields.

NEW IDEAS IN TEACHING

Let me dispel quickly any mistaken idea that this is going to turn into an impassioned plea for merit pay. But let me add that the teaching profession's flat statement that merit pay is impossible is unacceptable to the general public in its new maturity. In fact, the profession's rejection of many new ideas is causing it to lose status at a time when it's wondering how to gain it.

The record of the last few years belies the teaching profession's long history of being in the vanguard of the movement to modernize education. Practically every effort toward change in the organization of teaching that does not follow the traditional pattern is turned down, sometimes seemingly without a full hearing. There are four outstanding examples at hand today.

1. *Educational television.* I have sat in on meetings where members of the teaching profession have derided it, belittled it, laid plans to fight it. I have yet to sit in on a meeting where teachers are looking at the facts and talking about ways to harness it.

2. *Teacher-aide programs.* From personal contact, I can report that teachers, by and large, have said the programs wouldn't work *before* they saw them in action.

3. *Merit pay.* Almost to a man, the professionals I meet tell me it's impossible to pay a teacher according to his ability, and that laymen are out of order in bringing up the subject.

4. *Teacher preparation.* A fourth case concerns the highly complex question of teacher-education programs. Although not so noticeable today as a few years ago, the unwillingness of the profession to re-examine the curriculum in teacher preparation has caused considerable ill will. (Admittedly the teachers of teachers were by no means solely to blame in this case.) But much professional prestige was lost before the critical interest of laymen and liberal arts institutions was accepted as having a valid place in the educational picture. With the increasing cooperation among all parties concerned, one roadblock to professional recognition is being removed.

Perhaps none of the first three examples has anything to offer to education and all should be discarded. I don't know, but I'd like to see all three—and many more—ideas get a fair trial. What is preventing a fair trial and confusing the public in the bargain is the profession's attitude toward these experimental programs. Instead of a positive effort to explore the potential of each, the effort has been to discourage any experimentation.

AN ANALOGY

Spokesmen for the teaching profession are quick to compare it with the medical profession. I think this is a doubtful comparison for many reasons not pertinent

here, but I'd like to use the profession's own analogy to make a point.

In comparison with fifty years ago, the medical profession, working with 40 per cent fewer doctors per thousand population, gives better medical service to more Americans. At a time of severe manpower shortages, any profession—including teaching—should look behind that statement for the reasons. Here, I think, are some of them:

First of all, a comprehensive study was made of medical education and the recommendations of that study were put into action.

Second, the profession itself was reorganized, largely through the efforts of a layman, Abraham Flexner.

Third, the medical profession encouraged experimentation in related fields, such as biochemistry, which resulted in wonder drugs and other medical tools.

Fourth, the profession built within itself subsidiary professions to save the valuable time and skill and knowledge of the top man.

Fifth, the profession set up rigid standards for its members. And last, the profession explained to the public, step-by-step, what it was doing and why.

I offer those steps to any profession now looking at itself critically. Where the steps are being taken in other professions and organizations the results are uniformly excellent.

THE DEMAND FOR QUALITY

Earlier I mentioned the growing maturity of the general public working on school problems. The citizen's increasingly important role enters into any discussion of teaching because the citizen, sometimes more than the professional, accepts the teacher as the most important factor in the education of his children.

To the eternal discredit of the average citizen, for a long, long time he didn't care whether school kept or not. He was pretty sure it would keep because there was a high percentage of dedication in most teachers. But the efforts of teachers to improve themselves went unnoticed. So did experiments in education, largely initiated by the teachers. So, strangely enough, did the miracle of universal education happen without fanfare.

Everything seemed to be going so well when the bubble burst. Suddenly, every problem was a crisis and the citizens who hadn't bothered to take any interest started blaming the professional educator for all of the things that were wrong.

But, to condense the story of a stormy decade into a sentence, the faultfinding gave way to factfinding and the community's schools became a partnership operation, with laymen and educators working out their problems together.

The first problems were tangible ones: count the children, buy the bricks, raise the salaries, pay the bill. In the process of solving those problems, which were monumental in many districts, the citizens learned a lot. Not the least of what they learned was a new respect for the professional, this time based on facts and not sentimentality. The few headline cases of citizens meddling in method were enough for most citizens' committees to learn that there were some things better left to the professionals. And the bitter results of refusing to work with the citizens were enough for most professionals.

With his new knowledge and his sparked interest, the citizen in the past year or so has become concerned with the intangibles of education. Part of this concern has been induced by America's world-leadership role. Whatever the reasons, he now is sure that the children in today's classrooms are going to have to learn more, learn faster, and learn better.

In other words, the citizen today wants quality education.

This can be reduced to a syllogism:

The teacher is the most important single factor in education.

Education must be of a high quality.

Therefore, high quality teaching is essential to education.

WHO DOES WHAT?

If citizens' committee leaders and professional teachers are in agreement that high-quality teaching is the nub of the problem, who is going to take the lead in getting it?

As a leader of a layman's organization, I hope that laymen will not have to take the lead.

This does not mean that the citizens don't have jobs they can do and do well in this area but theirs are peripheral jobs. Citizens' committees should continue to help recruit the best possible people for the profession, but the teachers should make sure that it's the best possible profession. Citizens should continue their willingness to foot the bill for professional salaries, but teachers should see that those salaries are paid for quality teaching. Citizens should continue to make their hopes for education known, but teachers should find ways to achieve those goals competently and quickly. Citizens should suggest possibilities for the transmission of knowledge, but teachers should test those possibilities in the crucible of honest research, rejecting the useless and putting the useful to work.

The new determination of citizens demanding quality education means to me that they intend for the schools to provide it. They want the profession to take the lead, but if the profession fails to do so laymen will move into the vacuum. I think it would be unfortunate for this to happen.

If I read the barometer of citizens' interest correctly, there is little time left for theoretical discussion. Now is the time for the teaching profession to reconcile the nightmare of quantity with the dream of quality, to demonstrate the strength of dynamism over traditionalism. Those important battles will be fought in the profession's own arena with the true professional writing the rules.

In the growing cheering section there are already well over a million informed citizens who wish the teaching profession well.

School Boards Look at the Teaching Profession*

W. A. SHANNON

EXECUTIVE DIRECTOR, NATIONAL SCHOOL BOARDS ASSOCIATION

THE ideas and opinions expressed in this article are those of the writer and do not represent School Board Association policy, unless specifically identified as such. It is my understanding that the editors of this special issue of the *Teachers College Record* want its contributors to look ahead rather than to dwell too largely on the past. That I shall try to do, attempting to describe certain trends that are becoming evident and a few which are not so evident but are, in my opinion, definitely appearing.

SOME FUNDAMENTAL PRINCIPLES

If there were no children and youth to be educated, there would be no need for teachers, administrators, school boards, and school facilities. Therefore it is pertinent that all professional action taken by persons connected with the public schools should be in the best interests of the majority of those whom the schools are designed to serve.

Since education is a complicated and massive business, it is obvious that boards of education, although usually composed of outstanding lay citizens, do not have the time or the preparation to operate and manage the schools. It is therefore essential that they select and employ a specialist for this purpose. The most important function of a board of education is the selection of the superintendent of schools, who becomes its administrator or executive officer. The board operates as a corporate body in the adoption of basic policies governing the conduct of the schools. Often these policies are recommended by the superintendent, but ideally they are adopted by the board only after thorough discussion with all those whom the policies will affect, to the end that they may meet most effectively the specific needs of the local school system. Once adopted, board policies are executed by the superintendent and his staff.

In the employment or dismissal of teachers and other school personnel a board should act upon the recommendation of its superintendent. It need not always follow his first recommendation; if discussion brings new facts to light, the board may properly ask the superintendent to restudy the matter and bring in another recommendation. But the board should never arbitrarily go over the head

* Prior to Mr. Shannon's appointment as executive director of the National School Boards Association, Inc., he had been a teacher, principal, county superintendent, and executive secretary of the Tennessee School Boards Association. He was co-chairman of a study (1951-54) of "School Boards Leadership" initiated by the Southern States Work Conference at Daytona Beach, Florida, and helped to prepare the printed report.

of the superintendent in connection with school personnel. To do so would quickly undermine morale and destroy that team spirit which a good administrator seeks constantly to build in his staff.

On the other hand, in recognizing teaching as a profession, the board has a right to expect that teachers will conduct themselves in a professional manner, holding to standards worthy of emulation by the young people whose leaders and mentors they are. This does not mean the imposition of artificial or unnatural restrictions upon teachers as a group, but rather the encouragement of wholesome, friendly, and genuine characteristics and attitudes which will bring to the teaching staff the respect and admiration of all right-minded persons in the community.

Public schools do not belong to boards of education; neither do they belong to the educational profession. Rather they belong to all the people of the community who pay the taxes to support the schools and who supply the children to be educated. Sometimes this fact is forgotten by board members and by professional educators, with unfavorable results.

Moreover, school boards must expect to meet pressures from numerous groups and individuals in the community. It is their responsibility to listen to all desires and complaints and to decide what action must be taken in the best interests of the total community. In short, it is the school board's responsibility to provide leadership for the many facets of the community which will promote generous moral and financial support of the public schools.

TEACHER RECRUITMENT

Basic Policy Number 8 of the National School Boards Association reads:

The National School Boards Association with its affiliated state associations urges local boards to exercise the utmost vigilance in maintaining and improving the professional status of the teaching profession, and in encouraging the type of potential candidates for teaching who will exemplify the high ideals so needed in the world today.

School boards are coming to recognize that they have a responsibility in the area of teacher recruitment. Since their schools depend for successful operation on well-qualified teaching staffs which are drawn from the current supply of certified professionals, an equal or greater number of potential teachers should be recruited from each community than are currently teaching there.

We have learned that aptitudes for teaching can be identified in children quite early, even in the elementary grades, and that their teachers are in the best position to guide and encourage these boys and girls to consider teaching as their career. Many a young person has entered the teaching profession because of the influence of an able professional teacher somewhere along the line.

Boards and their administrators can do much to adopt and carry out policies that will provide better systems of guidance and follow-through during the elementary and secondary years. Such guidance, when competently handled, is fruitful and will lead to the discovery of a certain percentage of the students who will successfully enter and continue in the teaching profession.

Boards also recognize that the attitude of parents toward their children becoming teachers is of great significance, and should do whatever they can to influence parents of potential teachers to encourage their children to choose a career in teaching. Communities in which boards have established for the teaching staff high standards of qualifications, salaries, and

prestige are much more fertile fields for recruiting new teachers than are communities in which the opposite conditions exist.

This is a day when scholarships are in vogue. I wish to point out, however, that there are dangers which should be guarded against. This nation became great because our youth were taught to struggle for worthy goals and high ideals. When aims are too easily reached, it is human nature to hold them in low esteem.

TEACHER PREPARATION

The school boards of the nation, through the National School Boards Association, wholeheartedly support the National Council for Accreditation of Teacher Education "as occupying a position of strategic importance in the long-range upgrading of the teaching profession."

It is recognized that high standards should be maintained by institutions of all types engaged in the preparation of teachers. The functioning of a national agency for accreditation brings closer the day when there will be greater reciprocity than now exists among the states in the certification of teachers. In other words, a teacher prepared at an accredited institution in any state would be eligible for certification in many or all states. Such a condition would have many advantages not only for the teacher but for administrators, school boards, and state departments of education as well.

A large segment of school board members have a feeling that there is a good deal of wasted effort in the preparation of teachers. Many teachers readily admit that some of their educational courses are juvenile in content. Some materials and methods courses are essential, but it would seem that colleges of education in general have fallen into a rut of much theory and methodology and little subject matter and practice teaching. Might not a better teacher-preparation program be built on longer periods of internship under competent supervision? Moreover, the extended use of practice teachers would not only strengthen their professional preparation but also serve to ease the load of many of our most experienced teachers who are handicapped by oversized classes and an excess of routine duties.

The teaching staffs of many colleges and universities have been depleted by business and industry. Therefore, I propose that business and industry contribute funds to the colleges, especially for salaries of the instructional staff. In other words, I believe money should be given to the colleges preparing *elementary and secondary teachers primarily for the upgrading of their instructional staffs rather than as scholarships for students. Any institution gaining a reputation for having a strong, dynamic staff fully alive to the practical requirements of public school teaching will speedily attract more students than it can handle.*

TEACHER—ADMINISTRATOR—BOARD RELATIONSHIPS

Policies with respect to school personnel are perhaps the most important which school boards have to make and school administrators to carry out. Upon the fairness and impartiality of such policies depend the morale and team spirit of the school staff.

Boards should pay salaries commensurate with the financial ability of the community, state, and nation, and in accordance with each teacher's demonstrated success in motivating, encouraging, and developing children and youth. No investment will bring greater returns to the community than salaries which will attract and hold top-quality teachers and

reduce turnover to a minimum. If this principle were followed, some teachers today would be receiving from $12,000 to $15,000 annually, while others would receive not more than $2,000.

Many boards believe in what is generally referred to as "merit rating," which makes it possible for career teachers of superior ability to be given recognition and rewards commensurate with their accomplishments. Notwithstanding the difficulties involved and the reluctance of the teaching profession to endorse the merit principle, American taxpayers are beginning to insist that their boards of education find some workable means of putting into effect this fundamental concept of rewarding workers in all fields on the basis of their individual efforts and contributions.

Another area which school boards and the teaching profession need to study and discuss jointly is that of teacher tenure. Most boards recognize that continuing contracts for teachers is an acceptable principle and one that can be carried out with benefit to both teachers and pupils. But they are inclined to feel that tenure should not be a part of a profession's goal. Teachers should assume leadership in removing this nonprofessional restriction from state codes.

It is acknowledged that failure of some school boards to understand their duties and responsibilities toward teaching personnel has helped to make tenure laws popular among the profession in many states. The efforts that board leaders everywhere are now making, through their school boards associations, to upgrade their ranks and to make sure that lay members of school boards shall quickly be oriented into proper understanding of their functions, should greatly reduce the misuse of authority in the future.

Teachers would be well advised to take a long look at the total effect of tenure laws and to work with school board officials toward some sounder means of protecting the qualified teacher if protection seems needed.

Related to the problem of tenure are such matters of teacher welfare as leaves of absence, sick leave benefits, and an adequate and sound retirement program. For too long the teaching profession and school boards have reacted separately to these problems instead of working them out together in the best interest of all concerned, including the children and adults of the school districts. My belief is that fair and full discussion will lead to fair and reasonable solutions in all such matters, and that far more *joint* consideration should be given to these problems in the future.

There is little doubt that in far too many instances school boards have not given teachers adequate facilities, equipment, and instructional materials. This is an area in which a small increase in the investment would rapidly pay big dividends. Teachers should always be consulted regarding their needs for the "tools" of their profession, and should be given as nearly as possible what they desire to insure effective teaching. In this connection, a whole new and rather more expensive category of equipment is opening up in the many audio-visual aids that are being offered to schools. Special effort needs to be made to understand the uses of such equipment and to relate its installation to local curriculums, personnel, and plant. I urge that boards consult their teaching staffs about these new facilities and as soon as practicable provide for their use. Beyond question they will be an important factor in educational programs of the future.

There are many other areas in which

the teaching profession (including school administrators) and school boards should work together for their mutual benefit and for the welfare of the community. Without going into detail, I might mention provisions for such matters as in-service growth, distribution of teaching load, assumption of extracurricular responsibilities, relation between the school and the public concerning such issues as reporting student progress, and freedom to teach without fear of unjust criticism or reprisal.

TRENDS IN PUBLIC EDUCATION

Partly because of an enhanced reputation for good citizenship attributed to individuals who now serve on boards of education, better qualified business and professional men and women are accepting this responsibility. School board members, in general, are better informed concerning their legal and moral obligations than ever before.

The intrinsic values of state and national associations of school boards in providing opportunities for orientation of new school board members; discussion of problems involving buildings, personnel, transportation, curriculum, and finances; and having specialists in all educational areas provide the latest information on research have greatly improved our public schools.

Although a majority of the states have enacted tenure laws, pressure is building up in many communities against tenure, partly because of dissatisfaction with many neurotic, poorly trained teachers.

Members of boards of education and superintendents are beginning to recognize the demands of taxpayers for more economical and efficient buildings and services. One form taken by these demands is an increase in the number of bond issues which have been defeated by referenda during the current year.

The need for more classroom space to accommodate unprecedented numbers of children in communities already heavily burdened by debts and taxes is causing many urban boards of education to explore the possibility of organizing their school program on the quarterly basis, with students attending three out of four quarters annually. This plan will supply from one-fourth to one-third of the classrooms usually needed, increase the salaries of teachers by one-fourth provided they teach four quarters, and reduce the number of additional teachers needed.

Although the trend toward using teaching assistants or aides is not developing rapidly, greater interest in this program is manifested each year.

Willingness of more and more communities, school systems, and teachers to participate in research studies and educational experiments is heartening.

The expenditures for instructional materials, including maps, globes, textbooks and library books, projectors, films, screens, and countless other items are enormous but are considered worth-while if these resources are properly used. The trend is to increase expenditures for these teaching materials. Many schools are beginning to use educational TV, and this innovation is expanding rapidly.

Education associations in many states are welcoming the leadership that school board associations and other lay groups are developing in the field of promoting state financial support for the public schools.

Education associations are becoming more professional. For example, the Kansas State Teachers Association will accept as members only those teachers who are fully certificated.

Local communities are becoming concerned about education beyond high

school. Many community or junior colleges are being discussed, planned, and built. In most states the local boards of education are providing leadership in this endeavor. In a few instances, however, state colleges and universities are extending their scope and influence into the junior college area.

Demands are being brought to bear on the legal authorities at all levels, by parents and other taxpayers, for basing teacher compensation on merit.

Thousands of teachers are now employed for twelve months, with ten months being the minimum in most states, rather than from six to nine months as was the custom two decades ago.

The sharp line once drawn between church and state in education seems to be disappearing. Public money is now being used in church schools for school lunches, textbooks, teachers' salaries, transportation, and even buildings.

During the past quarter century, many additional responsibilities have been passed from the home, church, and community to the public schools. The pendulum is now swinging to the right and many duties, responsibilities, and even subjects are being eliminated from the school program.

An urgent demand for adult education is evidenced in most communities. In those school systems meeting this challenge there are as many students in night schools as in day schools.

There is a growing desire to recognize and reward outstanding teachers. This is evident in thousands of our communities as well as at the state and national levels. Many teachers are worthy, dedicated people performing services beyond the call of duty. Giving recognition to our most capable teachers will help to build a stronger America by better education of youth in each local community.

Manpower Problems in Rural Schools*

JAMES G. PATTON

PRESIDENT, NATIONAL FARMERS UNION

THE problems of public education which beset the nation as a whole are even graver in rural areas. Rural people have more reason to be concerned about recruitment, training, and financing of teachers in the coming years than their urban cousins do.

Rural America has more than its fair share of children. For the United States as a whole, the average family size is 3.12 persons. The average rural farm family size is 4.04 persons, according to 1950 Census figures.

The age composition of the farm population differs from that of the urban population in that it has fewer people in the working ages (fifteen through sixty-four) and relatively more young and old people. This situation is due in part to the higher fertility rate among farm people, but the problem is greatly intensified by the steady migration of working-age rural people to the cities, leaving a disproportionate burden on the remaining working-age people for the education of rural farm youth.

Rural areas have been hardest hit by the accumulating shortage of teachers over the past two decades. A few years ago the National Education Association estimated that 80 per cent of this shortage is in rural sections. To make matters worse, there is a larger proportion of inadequately trained teachers there than in urban schools. Two-fifths of the rural teachers have had less than four years of college, compared with less than one-fourth for the nation as a whole.

Unless some drastic action is taken, the situation is likely to get worse. Of the bumper crop of babies expected in the next decade (well over four million a year) at least one-third will be absorbed in rural schools. The migration of working-age groups from rural areas is expected to increase in view of the farm depression of the past four years. This will leave the remaining working-age people in rural areas with an even more disproportionate burden of young people to educate.

In addition to the teachers needed to make up the accumulated shortage and to replace unqualified teachers, more than 40,000 extra teachers will be needed each year in rural schools to take care of increased enrollment and to replace drop-outs (teachers who marry, retire, move to better-paying jobs in industry, and so on). Altogether, it is estimated that half a million trained teachers will be needed in rural areas during the next ten years.

* Mr. Patton is Vice-President of the International Federation of Agricultural Producers, and was Chairman of the National Farmers Union Commission on School Support in Rural Areas, which produced the document "Remedies and Resources for Rural Schools."

THE RECRUITMENT PROBLEM

There are two major stumbling blocks to recruitment of adequate numbers of teachers: lack of incentive, and lack of opportunity for training.

Lack of incentive is perhaps the graver problem because it affects not only the recruitment but the retention of teachers. Too many trained teachers leave the profession for better-paying jobs elsewhere, too many graduates trained for teaching abandon their careers before they are well started, and too many capable young high school graduates do not give a second thought to entering the teaching profession.

We cannot, and should not, count on "dedication" to motivate young people to enter and remain in teaching. We must provide proper incentives. Farmers Union members, particularly, understand this problem because family farmers have been struggling for parity of income with other groups for over half a century.

Both the teacher and the family farmer are entitled to incomes on a par with those earned by Americans in other walks of life for corresponding effort and ability. The average salaries of all public school teachers (like the incomes of family farmers) are far below those earned in other professions or in manufacturing.

If there is little to attract young people into the teaching profession in the nation as a whole, there is even less to attract them to rural areas. On the average, rural school teachers are paid almost a thousand dollars a year less than urban teachers.

Related to the amount of salary is an incentive program by which teachers' salaries may be advanced year by year on a regular schedule. A far smaller proportion of rural teachers than of teachers in urban school systems work under fair salary schedules.

In addition to low salaries, and the absence in many places of long-range salary incentives, there is a greater degree of job insecurity in rural areas. Few of the rural farm states provide state-wide tenure, particularly for rural districts.

Another aspect of the incentive problem is tied in with the problem of the shortage of classrooms. The teacher is as much affected by overcrowded conditions and inadequate physical facilities as are the children. Since the problems of accumulated shortage and the obsolescence of schoolbuildings are more acute in rural areas, they are yet another deterrent to recruiting and retaining qualified teachers for rural schools.

Poor living conditions also make teaching unattractive in rural areas. Not only are many conveniences lacking, but often there is little privacy.

The other stumbling block to improvement of the quality of teaching in rural schools is the lack of opportunity for higher education of rural youth. Naturally, rural schools expect to recruit new teachers from the rural population. This is reasonable because a teacher brought up in a rural area is closer to, and understands best, the problems of rural children, and also because it is extremely unlikely that a teacher accustomed to urban conveniences and customs would be attracted to rural areas.

In spite of poor incentives, a large number of rural young people could be recruited into the teaching profession in rural areas if they were given opportunities for higher education. A recent study indicated that almost one out of ten scholarship awardees who had chosen teaching as a profession had actually made the decision *at the time they received the scholarship*. There are still too many young farm people for whom higher education is impossible.

NEED FOR FUNDS

Both of these problems, lack of incentive and lack of opportunity for training, can be solved with money. Farm families understand this only too well, but what can they do about it? They are unable to provide the right income and other incentives to attract the teachers they need. They are also unable to provide the opportunity for higher education and teacher training either individually or collectively.

Money for our public school system comes out of income. Average income per capita of the farm population (from farm and nonfarm sources) was $889 in 1956; the average income per capita of the nonfarm population was $2,010. In order to provide even the present inadequate educational facilities, rural people spend a higher percentage of personal income for public education than do urban people. In sixteen predominantly rural states, 2.46 per cent of total personal income was spent for public education, as compared with 1.84 per cent in sixteen predominantly urban states (1954 Bureau of Census figures).

The problem is not only inadequate income but the inequitable method of taxation used to finance schools. Since the beginning of our public school system, major responsibility for financing the education of our children has been borne by local government—the local school district and the local school board being the agencies through which public education is administered and the local property taxes the means by which it is financed.

In earlier days, the possession of land may have been a valid criterion of the ability to pay. But this is no longer true. Economists have long agreed that income alone determines the individual's ability to pay. Farm income has declined steadily during the past five years, yet property taxes levied on farm real estate are increasing each year. Farmers are therefore caught in a grossly unfair situation—they earn less but are taxed more. In urban areas, on the other hand, the inequities of the property tax are not so obvious because the cities have the wider industrial tax base (except bedroom suburbs where little industry is found).

Finally, rural people are faced with higher costs of public education than urban dwellers. Even where rural school districts have consolidated to improve facilities and reduce duplication, transportation of pupils becomes a greater cost factor. Approximately half of the rural children attending primary and secondary schools are transported to and from school at public expense. No such transportation expense falls on urban school districts to this degree.

With the maximum good faith, rural communities lack the financial resources for adequate salaries to teachers, and for providing other incentives to attract well-qualified teaching personnel. With lower incomes and greater costs, they cannot hope to compete with urban areas for the already inadequate supply of qualified teachers.

The same problems—low incomes and high costs—also prevent rural people from improving the opportunities for teacher training. A farmer cannot afford to send his son or daughter to school when his income is barely enough to make ends meet. What's more, the son or daughter may be needed on the farm to reduce expenses of hired labor.

Added to this, many farm youth have higher college expenses than their urban cousins, who can commute to school, thereby avoiding the additional expense of living away from home. Another problem is that exceptionally bright

young farm people, if they are able to get a college education at all, find the small sectarian school more accessible than state universities which offer a greater variety of courses and better facilities. This statement is not intended to underrate the splendid role that smaller schools have played in rural areas, but merely to point up the lack of choice available to farm youth, and the need for broader curricular offerings in rural farm areas.

PROPOSED SOLUTIONS

All problems in the field of public education are intimately related and we must work on them simultaneously. For example, classroom shortages are a deterrent to the recruitment and retention of qualified teachers. Good working conditions and fair pupil loads are as important incentives as good pay.

Farmers Union believes that the first step toward improving education in general in rural areas is to afford farm families the opportunity to earn adequate incomes on a par with other groups in our country. With better incomes, farm people will at least be able to pay their present inequitable property taxes, which are now such millstones around their necks. Sound farm programs to establish parity of income for farmers can greatly increase the ability of rural areas to help themselves in providing proper educational facilities and in giving young people an opportunity for higher education.

Improved farm income is not, of course, the complete answer to all rural educational problems because we are still faced with the inequities of the property tax and the higher costs of rural education. Farmers Union believes that these problems can be solved only by the application of the nation's greater taxing resources for the education of children in each of the states.

The first major goal is to obtain an immediate federal support program for school construction. Making the most strenuous efforts, state governments have not been able to provide local authorities with enough funds to close the gap between present services and educational needs because new sources of state funds are also limited. Even with the best of intentions, state and local authorities can no longer foot the bill. They are falling at least a billion dollars a year short of meeting the needs, and only by applying our resources as a nation can we make up this deficit. School construction can help tremendously in solving the teacher shortage by providing better working conditions and smaller pupil loads.

Farmers Union also believes that federal funds must be appropriated to supplement state and local funds in order to guarantee a minimum salary schedule for teachers.[1]

All federal support should be used to

[1] Here is Farmers Union's specific recommendation made in *Remedies and Resources for Rural Schools*, the report of a Commission on School Support in Rural Areas (Department of Education and Information National Farmers Union, 1575 Sherman Street, Denver 3, Colorado, 1955), p. 46.

"A grant of $186,200,000 to the states to underwrite statewide systems of minimum salary scheduling would form a foundation manpower allocation to the various states. Distributed on the basis of $8 per pupil it would immediately provide the incentive for a first-step salary increase to teachers of approximately $200 the first year in each of the 48 states.

"An additional grant of $140 million to the states on the basis of economic ability and need would provide a total manpower grant of $426,200,000 for fiscal 1956, and $520 million for 1957, with the provision that no state may qualify for these federal allocations unless the present levels of expenditure for teacher salaries shall be maintained. This equalizaiton grant would raise the salaries in the needy states above the $200 by $300 to $800 per year. These allocations are outright payments to the states without matching requirements."

equalize standards of education throughout the country. We have already seen that rural people pay a proportionately larger share of their income for public education than do urban people. In order to achieve equal educational opportunity, the costs of education must be more evenly spread.[2]

The urban areas stand to gain far more than rural areas when this equality is achieved. The steady and increasing migration of rural working-age people to the cities means that urban areas will get the benefits of improved educational opportunities for rural youth. It is only fair that rural people should not have to subsidize urban communities to the extent they have in the past. One study estimates that the fantastic amount of approximately $500 billion invested by rural people in the education of their young has directly benefited urban communities through the out-migration of farm youth over the past thirty years. Only by sharing this support load can rural areas attract a fair share of trained teachers to rural areas and keep them there.

To solve other incentive problems, such as poor living facilities and job insecurity, Farmers Union believes that local and state authorities must make provisions in their budgets for the building of modern teacherages, and must provide tenure provisions in the law equitably merging the teacher's interests in securing job permanence with the local board's right to dismiss for cause. Too often states' tenure provisions have served as "firing laws" rather than as minimum protection for job security against arbitrary whims of school officials. In the last analysis, it is the child who suffers when the teacher is turned into a migratory worker because of lack of job security.

In regard to the problem of increasing opportunities for teacher training, Farmers Union recommends that the Federal Government, through allocations to the states, create scholarships in teacher-training institutions and universities.[3]

Farmers Union recognizes that scholarships to potential teachers will be pointless unless these students have somewhere to get their training. The problems now confronting our institutions of higher learning are grave. Ways must be found to compensate college teachers adequately and to finance necessary expansion of plant facilities. The state governments must be prevailed upon to increase appropriations to state-supported colleges and universities, and we must explore ways to apply a greater share of our nation's resources toward the solution of

[2] One way recommended by Farmers Union to equalize disproportionate costs is as follows: "A program of support to states for transportation consisting of (1) a basic allotment of $500,000 to each of the several states granted 50-50 on a matching basis to encourage states to further develop programs of pupil transportation; and (2) an equalization fund of $76,000,000 to the several states on the basis of need and fiscal ability. The formula for distribution should include the incidence of rural population, the relative economic capacity of the state, and the distances over which school buses must travel. A need factor thus determined will be used to allocate additional grants to the states, without required matching by the states. Such a formula would assure the greatest amount of financial assistance to those areas where the need is greatest and transportation problems most difficult to overcome. *Ibid.*, p. 60.

[3] In 1955, Farmers Union specifically recommended the following: "Applicants in the various states by virtue of selecting a teaching career, being accepted by a teacher-training institution or university providing teacher training, qualifying under a state quota and by successfully pursuing a teacher-training program would be the recipients of teacher preparation grants of $110 per month during the four years of their undergraduate schooling. The cost to the Federal Government of such a program would be approximately $143 million dollars per year, or the cost of but 145 jet aircrafts out of the 6,000 budgeted to be constructed during 1956." *Ibid.*, p. 45.

these problems. Federal scholarships as a civilian GI program would be a step in this direction but would not completely solve the problem.

PREPARATION OF TEACHERS

Teacher-preparation is partly a financial problem involving the attraction of outstanding teachers to our colleges and universities, and providing the proper physical facilities to prevent overcrowding and mass-production teaching techniques.

The problem is also one of content. What constitutes proper training for teachers if all other things are equal? What, in other words, should be the broad goal of education? What do we want our children to become?

We certainly want our teachers to be more than trained technicians. We want to depend upon them to foster the spirit of true freedom, fearlessness, originality, imagination, and a healthy scepticism. This is the rich tradition of America which must be nourished in the home and in the schools.

When we talk about raising the standards of teacher-preparation we must keep constantly in mind that among the best qualifications of teaching is an open mind, an appreciation of the importance of progressive change, courage to stimulate free inquiry, and a desire to awaken in the student an aversion to authoritarianism, unthinking acceptance, and blind conformity.

We in Farmers Union recognize that because educational problems are all of a piece, improvement of teaching standards depends in the last analysis on improving the educational opportunities we give to our children. The bright five-year-old attending school on a split shift in an inadequately lighted and ill-ventilated basement may be the teacher of tomorrow. His professional training is starting right now. He is the victim of the negligence of a whole generation of Americans who have failed their children and themselves by not providing the best educational system possible in the richest country in the world.

Even if we start now with an all-out assault on these problems, we cannot expect to get out of the woods for another twenty years. For each year we will be fighting not only to remove the backlog but to take care of growing needs.

There is no *one* place to begin. Each of us in his own way will tackle one small aspect of the total problem, and each of us, as he makes some gains in his own quarter, will be adding to the achievement of a worker elsewhere. Thus the college teacher fighting for a better salary is fighting for improved teaching standards in our public schools and a better education for our children. The parent who is fighting for a new schoolbuilding for her son is fighting at the same time for better working conditions for the teacher. The rural community pressing for the use of federal support to equalize educational standards throughout the nation is, in effect, helping urban industry and business look forward to better-trained personnel who will migrate in future years from rural areas.

That is why Farmers Union is proud to have joined the vast coalition of groups throughout the country fighting on one front or another for improved education for our children. Only those who refuse to see the need, who for selfish reasons fight against improvements, or who sit idly by while others do all the work deserve our censure.

Professional Teachers for the Nation's Schools*

ERNEST G. SWIGERT

PRESIDENT, NATIONAL ASSOCIATION OF MANUFACTURERS

THIS year has brought considerable discussion of the professional status of the teacher in American society, probably stimulated by the centennial of the National Education Association, spokesman for America's teaching profession. It is appropriate that we take this occasion to pay tribute to education's accomplishments. It is even more appropriate that we take the opportunity to think about the future.

AN AFFIRMATIVE PROGRAM

I assume that I was asked to contribute to this issue on "The Professional Status of Teachers" because the readers will want to know what solutions to our educational problems American industry proposes. It seems to me that the theme of professional status should be approached as part of the larger question of our nation's educational needs.

Most educators know that the National Association of Manufacturers has had an Education Department since 1949. The Department was established to give breadth and depth to the Association's educational services, which have been part of our program from the very beginning. Maximum assistance is given to our efforts by the Educational Advisory Committee (46 members of NAM's Board of Directors) and the Educational Advisory Council (31 educators representing all levels of education). In February of this year, at a joint meeting of the two advisory groups, it was decided that the council of educators should develop an affirmative program to be undertaken by NAM to further the total educational process in the United States. A subcommittee, under the leadership of Dr. Benjamin C. Willis, General Superintendent of Schools, Chicago, Illinois, drafted a program. This was discussed and accepted by the Educational Advisory Council, whose chairman is Dr. Virgil M. Rogers, Dean, School of Education, Syracuse University, and submitted to the Educational Advisory Committee in June. The program will be published after final approval by the NAM Board of Directors.

Many people will be impatient with the idea of a committee and a report. They will say that you have only to look at the statistics on overcrowded class-

* Ernest G. Swigert, the 1957 president of the National Association of Manufacturers, has been president of the Hyster Company since its founding in 1929. The Hyster Company produces materials handling devices as well as equipment for use with tractors.

Mr. Swigert is also vice-president and a director of the Electric Steel Foundry, and a director of the Stebco Company at Vancouver, Washington.

rooms and teacher shortages to know that an emergency exists and that "something must be done." It is true that action is needed, but it must be a positive, constructive, far-seeing program and not an impulsive flailing about.

We in America have problems because we did not look ahead sufficiently. The increasing birth rate gave five to six years' warning to elementary schools that they would have to accommodate an additional population. The high schools and colleges have had an even longer preparatory period. Yet there has been a tendency in many communities to wait until the young people were in the schoolyard before beginning to worry about who was to teach them or where they were to sit.

The inadequate supply of scientific personnel is another example of the defects of short-term thinking. Obviously the whole trend of our civilization has been toward increased and improved technology. Nevertheless, during the 1930's young people were discouraged from entering the field of engineering because *at the time* it was hard to get a job. Now we are frantic about the shortage of engineers and scientists.

These two examples make the point, I believe, that, while "emergency" measures give the impression of "doing something," what is done may not be right. Certainly something must be, and is being, done about immediate crises, but no one is satisfied with the emergency measures. Many communities, for example, have hit on ways to supplement the available supply of qualified teachers. I have heard of no community that wants to perpetuate these measures.

Industry has long since learned that "accidental" discoveries and inventions may have very important and startling results. However, no company facing a problem in engineering, product development, or human relations is willing to wait and hope for that lucky discovery. Industry has learned that a systematic research approach is, in the long run, more effective than waiting for an "inspiration" or a "lucky break."

The National Association of Manufacturers, as a spokesman for American industry, believes that it can make its greatest contribution through the analytical approach which industry finds so useful in solving its own problems. That was the reason for asking the Educational Advisory Council to recommend a program. As citizens of individual communities we are, of course, doing our best to find solutions to the day-to-day problems. As an Association we hope to further the total educational process by developing an affirmative, long-range program.

This project is part of NAM's continuing interest in both the financial support of education and the recruitment of qualified teachers. The very existence of the Education Department reflects, we believe, our recognition of the need for cooperation between industry and education. Among its other achievements, the Department has exerted great leadership in bringing about an understanding of the financial problems of schools and colleges.

In 1951 a resolution was passed by the Board of Directors stating that:

> Essential to the perpetuation of the American way of life is a system of education which includes both privately and publicly supported schools, colleges and universities. The privately supported institutions are in a critical financial plight. The public institutions, state and local, are likewise having serious financial difficulties. . . . Business enterprises must find a way to support the whole educational program effectively, regularly and *now*.

Since that time, we have published a series of booklets describing the financial

problems in detail and urging our membership to take action.[1]

If there were no financial problems, the disastrous shortage of qualified teachers would itself constitute a national problem of major proportions. It is among NAM's basic tenets

> That teaching should be regarded as one of the great professions; that teachers themselves should act, and should be regarded by the community, as members of such a profession; that this regard should be shown by paying teachers salaries commensurate with the service rendered by a great profession; and that businessmen, who carry a large part of the tax load, should take the lead in creating everywhere public opinion in favor of a salary standard for teachers which will help to attract the ablest young people and to hold them in the profession.[2]

We consider it important to provide leadership in the recruitment of teachers and the development of an appreciation of their role in the community. Since 1953, the Education Department has filled requests for more than 4 million copies of a guidance pamphlet, *Your Career in Teaching*. The recruiting theme of this pamphlet is:

> Today, America is proud of her teachers—over a million men and women engaged in the profession of building better citizens through education. These men and women—members of the largest profession in the land—stand sentry at the gates of freedom. They are no less important to our country's destiny than our statesmen!

This year we published *Our Teachers: Their Importance to Our Children and Our Community*, as a further effort to develop understanding and appreciation of the teacher's place in our society.

It is with sincere respect for the teaching profession and with a feeling of shared responsibility for the future that I wish to discuss the specific problems posed for this issue: recruitment, training, and financial support for education. The Educational Advisory Council's report includes recommendations on these subjects and I do not mean to restate its findings here. I wish, rather, to deal with the concern of industry in these matters which led to the request for the educators' recommendations.

RECRUITMENT

It is undoubtedly true that some people make a vocational choice, based on interest and aptitude, early in life and stick to it. The more usual situation, probably, is for the young person to consider several possibilities. "I could become a scientist *or* I could teach science." "I like to write. Should I prepare for a career in journalism *or* should I become an English teacher?"

The fact that it is considered by the young person means that each alternative has some attraction for him. The recruitment problem for education is that, having reached this point in their thinking, not enough young people ultimately choose to become teachers. We must, therefore, concern ourselves with the reasons for this. I gather from educators that the major obstacle is lack of professional rewards—in prestige and in pay.

Teachers are justifiably concerned about the low pay most of them receive. They are also troubled by the fact that neither their income nor the recognition accorded them is comparable to that of the other professions. Again we must look for reasons.

Undoubtedly one reason for this situa-

[1] *Our Public Schools and Their Financial Support*, *Our Colleges and Universities and Their Financial Support*, and *Our Private Elementary and Secondary Schools and Their Financial Support*.

[2] "This We Believe About Education," a statement by the Educational Advisory Committee and the Educational Advisory Council of NAM, was prepared in 1953.

tion is that the teacher's job looks deceptively simple to the outsider. "Anybody can take a bunch of kids and . . . ," say parents who cannot cope with two during Christmas holidays. This point of view is often reinforced by the teacher's own semi-apologetic attitude, which reminds one very much of the women who state their occupation as "*only* housewife." Thus the problem is complicated by the fact that many of the teachers who complain that their professional skills are not appreciated do not behave as though they were themselves aware of their professional status. The law clerk, the medical intern, the cub reporter, the beginning engineer exude an aura of "professionalism" that may sometimes be almost a caricature of their elders. It is, however, also an expression of belonging—the beginning of professional pride.

There are people who say that this differential in professional enthusiasm is the result of a differential in expectations. The law clerk or the medical intern feels that, if he works hard and is ambitious, there are no limits to his financial success. The student teacher, particularly the young man, knows that financial success is very limited. If this is true, if professional pride is influenced by expectation of reward, the problem is not merely the low level of teachers' salaries. It is the lack of opportunity for *individual* success.

The professional reward for the teacher —like that for the lawyer, doctor, or engineer—must take the form of adequate pay plus the opportunity for individual recognition.

It seems to me, therefore, that it is not enough to be concerned about general pay levels—although that is, at the moment, a very pressing problem. I strongly suspect that an across-the-board pay increase, welcome as it would be to people now in the schools, would not be as effective a recruiting factor as the opportunity for individual recognition and differential reward. In planning for the future, American education will have to consider the fact that professional status means exposure to professional evaluation and to the laws of supply and demand. That is the full implication of "professional reward."

TRAINING

Industrialists should leave to intramural discussions among educators the problem of the relative weight to be given to liberal arts and education courses. We are, I think, more interested in the product than in the blueprint. However, there are several ways in which we can be helpful.

The first, and most obvious, is by giving teachers firsthand experience with industrial organization and industrial developments. Whether this takes the form of plant tours, Business–Industry–Education Days, summer jobs, or exchanging ideas in specially arranged meetings, we are always pleased to participate in such programs.

The second way in which industry can be helpful is by taking some initiative in recognizing the teacher's professional status. Most people are aware of the teacher's direct responsibilities—imparting skills and information, setting high standards of moral and spiritual values, developing expectations of an ever-increasing standard of living, and assuring economic and political literacy with respect to our way of life.

Fewer people realize that today's teacher must know *how* to do this. The educator's interest in the psychology of growth, the conditions of learning, and related matters must not be considered either a fad or "empire building." The

American people demanded that the teacher become an expert in human relations when they demanded that all children—regardless of aptitude, intelligence or interest—be educated for upwards of ten years.

The third way in which industry can serve in the training of present and future teachers is by making available materials which will help them to transmit an understanding of our society. The American youngster, brought up in an environment of freedom, takes it for granted. When he begins to try his intellectual wings, it seems easier for him to be critical of imperfection than to be appreciative of accomplishment.

This is as true of the teacher-to-be as of other college students. If the young teacher does not have opportunities to resolve his intellectual problems by putting them into perspective, he passes on a subtle aura of doubt where he should be transmitting confidence and pride. There has been a tendency, since the "exposés of propaganda" after World War I, to assume that "critical thinking" must mean "destructive" or "suspicious" thinking. Patriotism, instead of being a virtue, is looked upon as "chauvinism" or "corn," depending on the formality of the situation. This attitude has been mitigated somewhat in recent years but it is still with us.

Certainly, teachers should train their students to think critically, but the term should be used in the sense of objective judgment, not of faultfinding. Such an introduction of balance would go a long way toward developing the attitudes necessary for the preservation of our freedoms.

> Moreover—and this needs emphasis—the most magnificent flowering of science and technology has always occurred in countries where liberty prevailed. The close affinity between freedom and material abundance should give pause to those who derogate material progress. . . .
>
> . . . If freedom is lost, if the dignity of man is destroyed, advances on the material plane will not be "progress" but a foundation for a new savagery.[3]

FINANCIAL SUPPORT

More teachers, higher salaries, more classrooms, guidance programs, laboratories, workshops, libraries—all mean money. It is encouraging that all segments of the population recognize that these services must be adequately supported. What is not encouraging is the assumption made by many people that the way to provide financial support is through federal "aid" in the form of "grants" to the states.

America is committed to public (tax-supported) education. The NAM is specifically committed to increasing the effectiveness and adequacy of the financial support of our public schools by the state and local governments. We must, then, answer the question, If you are willing to pay taxes to support schools, what difference does it make whether you pay state or federal taxes?

There are many answers to that question. I believe that four are most significant.

First, education is a function reserved for the states by the Constitution.

Second, federal control will follow federal dollars. It would be fiscal irresponsibility for the Federal Government to distribute billions of dollars without some control over how the money is spent.

Third, a federal program would, again of necessity, be directed toward some "national average" and not toward the needs of individual communities. We have been able to develop the varied edu-

[3] David Sarnoff, in *The Fabulous Future*. (New York, Fortune, 1955), pp. 25-31.

cational opportunities that make universal education meaningful only because local communities have met local needs. We know we must pay for public education but we want to pay for what we need, when and where we need it.

Fourth, federal programs tend to become self-perpetuating, even when instituted as "emergency" measures. It is a basic as well as a traditional concept in the United States that educators are agents of the parents. The teacher's responsibility is to each child as an individual, not to anonymous "children." It follows, then, that control of education must be kept as close to the home as possible.

This year the need is for increased classroom construction. Hard as it may be to believe, in view of population statistics, there will come a time when we have enough classrooms. At that point we should either spend the public money on what is needed at that time, or lower taxes. This is always much easier said than done, but it is more easily done at state, county, or city levels than in Washington.

How, then, are we going to pay for current educational needs? We know that state governments have been spending record sums for school construction and that these have not been enough. We also know that our economy can afford only so many dollars a year for taxes and that the total tax bill is dangerously high. It follows that the federal tax structure must be reviewed and modified so that the states will again have the opportunity to raise funds for such vital projects as schools.

To achieve this we must educate people to the fact that "federal money" is not "free money"—not a handout from a benevolent Uncle Sam that does not cost us anything the way paying local taxes does. This attitude has led many people to accept the idea of higher federal taxes—part of which will be returned as a "grant" to the states. That is the path to control.

EDUCATION AND FREEDOM

Academic freedom is indivisible from other freedoms. Therefore, it is to preserve all freedom that we must prevent encroachment on any one freedom. The following quotation from a college president shows that this is not only a businessman's viewpoint.

> Our form of government, our economy and our cultural institutions all thrive in an atmosphere of freedom. No one of them can be free unless all are free; no one can be healthy unless all are healthy. So it is obvious that if, for example, there should ever come about any great enlargement of government control over economic life—and the corresponding diminution of the area of free enterprise—the freedom of our educational institutions might be drastically restricted. Soviet Russia provides the only illustration which one needs to reinforce this conclusion. I hope that the time will never come in the United States when a Washington bureaucrat can dictate what may and what may not be taught about genetics or aesthetics or historical interpretation or anything else. It will never come if we maintain the present balance of all our institutional responsibilities.[4]

The motto of the National Education Association's centennial suggests that education moves freedom forward. I would add the thought that freedom moves education forward.

[4] Grayson Kirk, "The Road Ahead." A speech made at the 58th Congress of American Industry, December 2, 1953.

A Teacher Union Leader Views School Problems*

CARL J. MEGEL

PRESIDENT, AFL–CIO AMERICAN FEDERATION OF TEACHERS

THE American public school system faces no problem that cannot be solved nationally, in the states, or in the community with public, administraton, and *teacher* cooperaton. Let *teacher* remain underscored for emphasis and perspective in the reader's thinking. The quality of public education depends on teacher–pupil relationship, assuming that the teacher is well qualified.

There are, of course, conditions under which no teacher, whatever his or her qualifications, can teach efficiently. The fact that some teach as well as they do under adverse conditions and unsound policies, such as overcrowded classes and low salaries, creates public apathy to the problem as a whole.

THE PROBLEM

Since teacher shortage is our No. 1 school problem, let us examine the question, How can we obtain enough qualified teachers?

People who would like to minimize the reason for teacher shortage quote many (and reliable) statistics showing a rapid recent and continuing growth in school enrollment. But we have had an increase in almost everything in our country in the last quarter century, from world perspective to the cost of living.

Some realistic school districts, spurred by their own incentive or by organized teachers, have taken steps to staff their schools more adequately. These are a growing minority, but still a minority.

In this atomic age, when most public needs and problems are solved by billion-dollar appropriations and a majority of our public services are generously financed, we still cling to the idea that schoolteachers ought to be dedicated persons, working for posterity instead of, among other things, a decent living. Furthermore, there is nostalgia for the one-room schoolhouse, and the ideology still exists that all schoolteachers ought to be either old maids, or young people working at the job of education until they can make up their minds to choose a better career or until marriage comes along.

To the average school administrator these misconceptions are ridiculous. Yet even among educators is found the curious philosophy that there is some ethereal, nebulous solution to the teacher problem. Too many of the people who administer and direct our schools, most

* Mr. Megel, a veteran classroom teacher with long experience in teachers' union activities, is serving his fourth term as president of the AFL–CIO American Federation of Teachers. He represents his organization on the United States National Commission for UNESCO, as well as in the conferences of the American Council on Education.

of whom are otherwise successful businessmen, refuse to apply simple business correctives.

Most statistics on the teacher shortage list it at anywhere from 75,000 to 150,000, using the lack of certification or something similar as the yardstick. By these devices they apply a public opiate.

Actually, the country is short 300,000 to 350,000 teachers qualified by a Bachelor's degree, which ought to be the minimum requirement for any teacher in our public schools. In twenty-eight states the legislatures have approved state funds to districts employing teachers with one, two, or three years of college. Fifteen others are silent on the subject.

Nearly every high school in the land employs some teachers with less than a Master's degree, commonly accepted as the standard requirement for a secondary school teacher. Colleges are robbing high schools of their teachers with advanced degrees, and public school districts the country over consider it conventional to send teacher recruiters into lower pay districts. In turn, the "raiding districts" lose their teachers to those paying more.

Few tenure laws are worthy of the name, and the "dedicated teacher" wishing to follow teaching as a lifelong profession receives little encouragement from this situation. A comparatively minute number of school districts provide their teachers with any kind of paid sick leave, health and longevity insurance, sabbatical leave, or severance pay. An even smaller number allow their teachers duty-free lunch periods of as much as thirty minutes, and in a majority of districts in cities of over 10,000, a day off for a funeral or a personal emergency means the loss of that day's pay.

Shall we attempt to correct these situations with panaceas which will be recognized as such by young people whom we would all like to see enter schools of education and teachers colleges? Or shall we project and carry through a realistic program to give teachers true professional status and security in our modern economy instead of mere lip service?

SOME ANSWERS

Numerous individuals and organizations have attempted to supply answers. Many if not most of them have come from persons with little firsthand knowledge of the teacher's environment. The suggestions listed here are not solely the present writer's. They were adopted by the delegate body representing the membership of the American Federation of Teachers, which is comprised of classroom teachers only. They follow:

1. *Starting salaries of $6,000 a year reaching $12,000 in eight or fewer years at the Bachelor's level, with an additional spread of up to $500 for training beyond the Bachelor's degree, so that teachers' incomes may be competitive with those of other professions requiring comparable education and training.*

This presupposes a single salary schedule. The highest B.A. starting salary in the country in June, 1957 was a newly adopted $4,902 in East Chicago, Indiana, near Chicago. Lowest among 970 cities of over 10,000 population surveyed was $2,000 in Fayetteville, Arkansas.

Maximums paid teachers holding only a Bachelor's degree ranged from $2,500 in Fayetteville, also the nation's lowest, after six years to $7,900 in Long Beach, New York, after sixteen years.

Fayetteville also pays its teachers with Master's degrees the lowest teaching salaries in the country to start, $2,100, as compared with the Hempstead, New York, beginning salary of $5,300.

It is in Master's maximums that teach-

ers' salaries show their greatest variance. The same M. A. teacher who is paid a top of $2,770 in Camden, Arkansas, after eleven years can earn $8,500 in New York's Garden City and Great Neck. The spread is $5,730.

To the experienced school administrator these salary ranges spell teacher turnover, a shifting of teachers from city to city—and faculty disaster. Yet the Garden City and Great Neck maximums represent no quick road to riches. To reach these maximums, nineteen and twenty-four years, respectively, are required.

2. *State tenure laws to protect teachers from being discharged without proved, justifiable cause, after reasonable probation.*

The insecurity of year-to-year contracts containing interim clauses that require or provide no hearings for the accused teacher is an impediment to professional permanency. Teacher shortages are significantly less, all other things being equal, in states with laws that enable the dedicated person to enter teaching with the assurance that she can remain in the system without abnormal effort and establish herself as a permanent citizen in the community.

The good tenure law spells out valid reasons for dismissal and provides for public hearing, with the teacher represented by counsel of his or her own choice, and also for court appeal if desired by the teacher.

3. *Better teacher retirement pensions, supplemented by social security when desired.*

In the vast majority of school districts, adequate teacher-retirement pensions are nonexistent. Who would think that any schoolteacher would stay with teaching long enough to need a pension? This, at least, seems to be the question in the minds of many school boards still living in the horse-and-buggy days. Teachers of some states have adopted optional plans to combine pensions and social security.

4. *Adequate cumulative sick leave and hospitalization, as well as medical insurance paid for from school funds. Also severance pay.*

These fringe benefits have long been provided for other employed professional workers of whom special education and training are required. Teachers are salaried professionals and, unlike self-employed professionals, cannot be classified as entrepreneurs. They are salaried workers who, having invested time and money in preparation, are entitled to protection against personal disaster, as well as an assurance of personal security after devoting a lifetime to the public service.

5. *In every school district, published personnel policies and procedures for hearing teachers' grievances and for assisting with classroom discipline—"open" personnel records which the teacher concerned may inspect.*

The necessity for published procedures is recognized by every teacher and most fair-minded administrators, yet few schools have them. It is worthy of note, however, that in 1957 the Massachusetts legislature passed a law requiring school districts to meet this standard. The teacher subjected to erratic personnel procedures is an unhappy person, and the "secret file" of teacher records and ratings is an evil without justification. Procedures for hearing teachers' grievances are essential to the existence and continuity of a permanent teaching staff, and "buck-passing" from principal to teacher in the matter of student discipline has

been one cause for a major number of teachers leaving the profession.

6. The right of teachers everywhere to organize, negotiate, and bargain collectively with employers in the recognized American way.

Teachers being employed professionals rather than independent contractors, it is inevitable that they should group together to negotiate with their employers for their own well-being and welfare.

Collective bargaining being a group instrument, individuals must come together in groups to use it. That is all that happens when individuals organize to form a union. They come together in groups to assert their democratic right to a voice in establishing the rules which will govern their own employer-employee relationship. This is what is meant by the term collective bargaining.[1]

Most school administrators who have tried collective bargaining welcome it as a superior procedure for dealing with scores or even hundreds of individual employees. The collective bargaining contract is a master agreement for all teachers, subject to give-and-take conferences in which issues are resolved in truly democratic fashion. This is the basis for understanding and cooperation.

A law making collective bargaining mandatory for public employees, if either employer or employee wants it, has just been enacted by the Minnesota legislature and will be watched closely by employees throughout the nation. It provides for bargaining agent elections and conciliation.

THE PROFESSIONAL ENVIRONMENT

Obviously, the foregoing objectives and procedures are aimed at creating a good professional climate. They are predicated on the thesis that if teacher recruitment (student recruitment) is to be successful and we are to retain an adequate number of teachers in the classrooms, then we must make the profession and its rewards *attractive*. To be attractive to young people in our democracy, teaching must offer teachers the opportunity for a full life, academic freedom, and the pursuit of happiness in any ethical way.

Financial reward and the right to teach our future citizens with all the freedom of citizenship are prerequisite. It must be recognized that preparation by a young person to become a teacher does not insure the community of a teacher. Reliable sources estimate that California has 100,000 fully qualified teachers who are not teaching, and the state school superintendents of Michigan and Georgia have estimated that both these states have as many degree-holding teachers not teaching as are now in the classrooms.

For the most part, it must be conceded that our schools of education and teachers colleges are well qualified—better than those of most nations—to turn out good teachers. It is the obligation of the teaching profession to create incentives that will attract more and better students into the colleges. That highly legendary person called George will not do it for us.

Few employers grant salary increases and better working conditions unless the employees unitedly request them. The public as an employer is no exception, and PTA's do not penetrate far enough behind the principal's office to realize the handicaps under which teachers work.

Teachers, through their organizations and spokesmen, should be free to take the lead in informing the public of the needs inside the public schools. Then, and only then, will the problems of school finance be wholly solved.

Today's teachers are the guardians of

[1] George M. Harrison, "Procedures in Collective Bargaining," *American Teacher Magazine*, October, 1957.

the profession tomorrow. They can best build teaching as a profession by making it one, and they cannot rely on others to accept the leadership which has been lacking for centuries to make teaching rank in stability and reward with equally professional callings and endeavors.

The American Federation of Teachers and its 450 Local Federations in as many communities, mostly metropolitan, are concerned at the lowering of requirement standards for teachers. Our answer has been: Make teaching attractive to people of high standards.

There is an ever-growing need for greater financial support for teacher education and training, but much of the money poured into teacher preparation will only *produce* graduates. It will not put enough of them in the classroom until the rewards and environment of teaching are improved.

INADEQUACY OF PANACEAS

Every profession, from medicine to music, in setting out to establish standards and stability, has faced the problem of ridding itself of panaceas. No other profession is today subjected to more irresponsibly conceived cure-alls than the teaching profession.

A lack of sound, tested remedies for the teacher shortage is responsible for the loss to the school system of 10 per cent of its teachers annually. The new teacher, starting with enthusiasm and high ideals, frequently meets head-on and without warning situations that cause her to conclude, "It's a rat race. I'll get out."

Teachers themselves need to rid the schools and their profession of the seemingly continuous crop of educational nostrums pressed upon them by unprofessional administration. Some of these are discussed below.

Attempts to reinstate the misnamed and discredited merit rating system of pay wherein a few chosen teachers (supposedly superior) are singled out for higher pay than that of their colleagues of equal or greater seniority, experience, or training.

There is no fair way of rating one teacher above another of equal training on a dollars and cents basis. The device was tried extensively in numerous school systems in the late twenties and early thirties, and disrupted teaching staffs wherever it was applied.

The system has, however, been revived in proposals made by some school districts. It obviously would wreck the single-salary schedule, which was adopted almost universally after ill-fated experiments with merit rating. It has been used currently as a club over teacher unions to try to force them to abandon requests for higher single-salary schedules.

Professional growth requirements known to every teacher as "busy work."

Although not so prevalent today as they have been in the past, such requirements are still being adopted by many school boards, admittedly to demonstrate to the public that "the teachers are being kept on their toes."

Higher pay, uniformly, for uniformly qualified teachers as now provided in progressive school systems is the workable solution to any school's desire for more competent teachers.

Lowering of professional standards so that school districts may employ nonqualified persons to teach; or housewives to act as teachers' aides.

Both of these are devices to "cope" with the teacher shortage and "staff the classrooms" rather than to set up salaries

and teaching conditions that will attract and retain qualified degree-holding teachers.

Current attempts to substitute mass instruction by television for classroom teacher–pupil relationship.

This is presently the most prevalent of the panaceas, resulting in "more wind than rain." It is comparable to the various unsuccessful attempts to provide mass instruction by radio in the twenties.

None can quarrel with television as a teaching aid, but the school system attempting mass credit courses on this basis finds itself with the problem of student dropouts and a programming cost that is higher than the per-student cost in the conventional classroom.

Teacher overloads.

This condition results from both classroom and teacher shortages. The one-time standard that the elementary or high school class should not exceed twenty-five pupils is being compromised, as is the requirement of a B.A. for every elementary teacher and an M.A. for every secondary school teacher.

Correctives are obvious. The problem seems to lie in obtaining them. The time has come for teachers to speak out, bluntly and clearly, to inform parents what overcrowding is doing to their children. Today's retarded child is all too frequently not one who *could* not learn, but one who did not have the opportunity.

Loyalty (test) oaths that do not apply to all citizens but single out teachers and other public employees.

"Teach our children, but first let us question your loyalty." This is the innuendo of the test oath widely required of teachers amid a hysteria sweeping the country. Thinking Americans oppose this requirement because such oaths challenge the loyalty of teachers, many with years of dedicated service, merely because they are teachers.

CONCLUSION

Academically, and where it is unhandicapped by shortages of classrooms and of qualified teachers, American public school education is the best in the world. There is little wrong with it that money and better management will not cure.

Unfortunately, building and equipment needs are brought before the public only at intervals for the purpose of promoting bond issues, when the public is led to believe that if it votes yes, all ills will be cured. Teaching conditions and teacher shortages remain behind closed doors of the classroom, except that they appear sometimes in uninspiring statistics.

Building and equipping more and better schools, and staffing them, as well as the existing schools, with more uniformly qualified teachers are tasks equal in importance to those of national defense. A nation is only as strong as the minds of its people, and for this reason alone the Federal Government—the nation as a whole—must help solve school problems with over-all financial aid.

The Price of Good Education Is the Price of Good Teaching*

WILSON COMPTON

DIRECTOR AND FORMER PRESIDENT, COUNCIL FOR FINANCIAL AID TO EDUCATION, INC.

Colleges in America have always needed money and if they are any good they always will. A dynamic society never reaches the point at which it may say, "We have completed the job. Nothing remains to be discovered." This is notably true of education—in study, in teaching, and of course in research. Especially is it true of higher education.

The worst place for complacency is in education. No one knows this better, or has asserted it more persuasively, than the educators themselves. In a world of change, education cannot resist change and it should not try to. That is why the educational pot is boiling more violently today than at any other time in this century. In important ways, American education—especially higher education—is confronted by the most formidable problems, the sternest challenges, and the greatest opportunities in its history.

But education costs money. Also it can waste money unless it provides good teaching by good teachers. Good teachers rarely are paid enough and poor teachers are usually paid too much. For some time, college teaching as a profession has been one of the principal victims of continuing inflation. To a considerable extent, especially in the past few years, college professors have themselves been "financing" the higher education to which they are committed. But college alumni, foundations, business corporations, and other powerful forces have become aware of this anomaly and are doing something about it. This is today the most important "unfinished business" of the colleges, more important than their problems of brick and mortar. Higher education will never be any better than its teaching.

A quarter of a century ago the students in the privately supported institutions paid nearly three-fourths of the costs of instruction and study, and endowment income paid most of the remainder. This was the national average. The percentage now is between 50 and 60 per cent from tuition and fees; about 14 per cent from endowment; and income from voluntary gifts and grants provides most of the remainder.

The tax-supported institutions on the national average receive less than 20 per cent of their operating funds from the students, only 2 per cent from endowment income, about 3 per cent from gifts

* Dr. Compton was formerly president of the State College of Washington. He later served as the Administrator of the United States Information Agency. At present he is chairman of the Board of Directors, Cameron Machine Company, Brooklyn, New York.

and grants, and nearly 75 per cent from appropriated public funds. They too are becoming more diligent in seeking private support, and some of them are substantially dependent upon such funds, especially for the maintenance of standards of excellence to which colleges and universities generally aspire.

THE NEXT FIFTEEN YEARS

Most observers seem to think that the new patterns of our higher education are likely to be established by 1970 or 1975. Change will not stop then or, for that matter, ever. But a new plateau may be reached by that time and the scope, sources, and conditions of financial support will no doubt have important bearing on the height of the plateau and how level it may turn out to be.

A clue to what may happen in voluntary financial support during the next fifteen or twenty years may be found in what has happened since 1939.

Earlier this year, as I was retiring from the presidency of the Council for Financial Aid to Education, I compiled some comparative figures for the information of its board of directors and as an incentive to the Council to continue and expand its efforts in behalf of wider support of our colleges and universities. The tabulation below shows the gains in voluntary financial support of American higher education since before World War II. With the exception of the figures for 1956 these comparisons come from publications of the U. S. Office of Education. They are based simply on what the colleges and universities say about themselves. The 1956 figures are based on extensive surveys made by the Council for Financial Aid to Education, including *Voluntary Support of America's Colleges and Universities*, published in 1956.

During the past four years the gain in annual gifts and grants for current ex-

PRIVATE GIFTS AND GRANTS (IN MILLIONS OF DOLLARS) TO AMERICAN COLLEGES AND UNIVERSITIES

FOR THE YEARS 1939–40, 1949–50, AND 1951–52 COMPARED WITH THOSE FOR 1956

Purpose or Designation	1939–40	1949–50	1951–52	1956 (Est)	1956 Compared to 1951–52	1956 Compared to 1949–50	1956 Compared to 1939–40
Current Operations	40	118	150	257	+71%	+118%	+540%
Endowment	41	63	92	125	+38%	+98%	+205%
Plant Expansion	42	72	72	125	+73%	+73%	+198%
United States Total	123	253	314	507	+58%	+100%	+312%

Sources: U. S. Office of Education "Financial Statistics of Institutions of Higher Education," except 1956 figures.

1956 estimates based on surveys of "Voluntary Support of America's Colleges and Universities" and other surveys of the Council for Financial Aid to Education, Inc.

penditures was as great as that during the preceding twelve years; the gain in endowment grants as much as in the previous eight years; the gain in new gifts for plant expansion as great as during the preceding eighteen years; and the total gains for all purposes as great as those during the previous twelve years. The total of private gifts and grants in 1956 was 312 per cent greater than in 1940.

COST OF EXCELLENCE

Of course not all of the urgent problems of the colleges are financial. Perhaps the most urgent ones are not. But without reasonable financial resources none of these problems are likely to be solved. As the president of an eminent Midwestern university recently pointed out: the colleges and universities which are generally regarded as the "best" are institutions which happen to be reasonably well financed.

That there is a causal connection between excellence and financial support no informed person will doubt. If we want excellence in our higher education we will pay for it. In fact, we will pay for it whether we get it or not. If we allow the quality of our education to continue to deteriorate, we will eventually pay for it through national mediocrity. Dynamic economy will not continue dynamic in an intellectually inert society. The only way to progress in *things* is to progress in *thinking*. Ideas come first, things second. Great ideas come from great minds, and education is the most effective developer of great minds.

Scientists in recent years have repeatedly cautioned us that as a nation we have been borrowers rather than producers of the basic scientific ideas which have wrought revolutionary changes in twentieth century America. As a people we are evidently better known as organizers than as inventors, as appliers than as discoverers, as doers than as thinkers.

Of course such an appraisal offends our vanity. But to whatever extent it may be true it is important, because it has to do with our future and the future of our country. Ideas are as important to our national future as are our other security measures. Perhaps they are more important, for throughout history ideas have been more powerful than guns and they may prove to be more powerful than hydrogen bombs. In any event, ideas and military security are two sides of the same protective shield. We had better take care of both sides. Walter Lippmann not long ago pointed out in his syndicated newspaper column that, with all our economic might and our growing dependence on education, we as a nation are today investing in our schools and colleges a smaller proportion of our national income than we invested in them nearly a half century ago.

We had better change our ways, whether we do it through voluntary support or our tax monies or both. This applies especially to our colleges and universities. In one way or another they will virtually set the pattern of our entire system of public education. And just as important, they will spearhead what we call "research." This is nothing new. It is the same search for truth which led Pythagoras, philosopher and teacher of ancient Greece more than two thousand years ago, to say to his students: Seek to learn of what and how the world is made, that you may find a better way of life.

Nowadays we are all tax-conscious, and it is well that we are. We begrudge our colossal military security budgets. But we are assured, by those on whose judgment we must depend, that these expenditures are necessary. We accept them because *we have it to do.*

FINANCING HIGHER EDUCATION

Eventually I think we will do the same with the necessary budgets for our colleges and universities. Higher education is now nearly a three-billion-dollar-a-year enterprise. This is considerably less than 1 per cent of our net national income. By 1970 higher education will require at least five billion dollars a year.

In most of our states people already are asking such questions as these regarding even their own state universities:

Should we limit the number of students to be admitted? (33 states)
Should we at least limit the number of out-of-state students? (38 states)
Should we require out-of-state students to pay full cost? (29 states)
Should the states, out of public funds, give financial aid to private colleges and universities? (24 states)
Should the additional financial needs be met through increased tuitions and fees? (32 states)

The American people are being faced with difficult choices. Are we going to hold to the tradition of "opportunity for all"? Will state universities gradually become provincial? Will the colleges and universities be required to depend more and more on their own "earnings"? Will any higher educational institutions be *permanently* and wholly independent of the state?

These are among the issues which gradually are coming to the surface. I believe the decisive answers will be found within ten years. These answers will be hardly separable, however, from individual citizen decisions regarding sources, scope, and dependability of financial support of our colleges and universities; and in such matters citizen *indecision* may be just as decisive as citizen *decision.*

This is why I regard the nation-wide advertising campaign in behalf of American colleges and universities now under way through the Advertising Council as of great importance. In this country, higher education long ago ceased to be the business merely of "intellectuals." It is everybody's business and everybody will be affected by what happens to it. The Council for Financial Aid to Education is sponsoring this campaign in the hope and expectation that it will eventually broaden public understanding of the significance of higher education in American life and widen the sources of its financial support.

BUSINESS' INTEREST IN EDUCATION

I have mentioned some important ways in which our country has become ever more dependent on education—and especially on higher education—as a source of economic productivity, as a stimulus to individual enterprise, and as a vital part of security. These outcomes are especially important to business, and business corporations may be expected in their own interest to take an increasing share of the responsibility for maintaining the diversified system of higher education which has become one of the bulwarks of progress in our industry and commerce.

This concern of business is important to the financial future of the colleges too, because a constantly increasing share of the disposable earnings of our people is in the custody and at the discretion of business corporations. Industry is as dependent upon the colleges as the colleges are upon industry. If there is a mutuality of need there is also a mutuality of interest.

During the next two decades there will probably be important changes in the framework of our higher education, in the methods and means of teaching

and study in the colleges, and in the sources and scope of their financial support. There will be, as there is now, occasional uneasiness about the competence and the objectivity of college teaching, especially in fields which easily invite controversy. This uneasiness will be shared by educators and laymen alike. There will be, as there is now, occasional temptation to seek to "influence" the scope and content of the teaching. This temptation will continue to be resisted.

TREND TOWARD CONFORMITY

One of the most significant forces at work in our national life is the accelerating trend toward conformity. Or perhaps it is inertia rather than a force. Already a great hazard, it is increasing. Some call it anti-intellectualism, but it is more than that. It is, for example, the source of the derogatory present-day term "egg-head" applied to a person who for reasons of his own has some theory which is different from the prevailing reasons and theories of his neighbors. The youth stage reflects a cult of conformity. The adult stage is marked by mediocrity—an inability or at least unwillingness to be different, as illustrated by *The Man in the Gray Flannel Suit*.

This conformity stems in part from the trends of legislation and government which gradually over the years have been substituting objectives of general welfare and security for objectives of individual opportunity and initiative and regulation by *law* for the discipline of responsible individual *choice;* and in part also from fear of war, anxiety about survival, continuing monetary inflation against which by himself the individual is impotent, and worry over possibilities of a depression.

But in large part it comes, I think, from our growing habits in advertising, travel, radio, television, and communications of all kinds. These tend to encourage sameness in popular response and behavior, in standard, and, if one is to believe the psychologists, in predictable mass reactions. This sameness shows up, for example, in the clothes we wear, the food we eat, the songs we sing, the radio programs we listen to, the television shows we watch, the popular travel and recreation routes we follow, in the cigarettes we smoke—if we smoke cigarettes—and in the growing nation-wide passion to "keep up with the Joneses."

These habits are a natural and perhaps an unavoidable by-product of our mass production, which is the only practical way we yet know of securing for ourselves the benefits of great advances in science and technology. They undoubtedly are responsible for our higher standards of living as measured by goods and services. They are nevertheless pressures toward conformity; and conformity ultimately means mediocrity, and mediocrity ultimately means stagnation.

FREEDOM THE SAFETY VALVE

Our colleges and universities should be kept as free as possible from these pressures. These institutions have become, and should continue to be, our greatest sources of new ideas and new knowledge. In classroom and laboratory they should encourage free inquiry, experiment, originality, inventiveness—what the scholars call "widening the horizons of knowledge." Where all people think alike no one thinks very much. Our economy—in fact our historic American way of life—has been based more on differences than on sameness, more on originality than on imitation, and more on something new than on something old.

No one knows better than the heads of our industrial and business enterprises the significance of keeping open the door

of encouragement to new ideas, however unorthodox or however nonconformist. Had it not been for someone's "fantastic" or "preposterous" ideas somewhere along the line there would, for example, never have been a modern department store, or a telephone, or an automobile industry, or commercial aviation, or electronics, or atomic energy or even the lowly zipper. Think of the so-called "cranks," "crackpots," and "impractical theorists" in the background of important inventions which are now commonplace. The radical of yesterday is often the conservative of tomorrow.

There is, of course, no place in education for so-called "freedom," which is in fact a masquerade for dishonest teaching or a subterfuge for subversion. But honest academic freedom in its colleges and universities is a great safety valve of a free society, its greatest long-time safeguard against mediocrity, stagnation, and the fantasies and deceits of socialism. Freedom may be dangerous; but it is the safest thing we have.

It is more important to keep the spirit and the habit of free inquiry alive and alert in our colleges and universities than in any other of our institutions. If we allow ourselves—and our higher educational institutions—to drift into an era of conformity, we will ultimately produce nothing more and nothing less than a wasteland of the mind. Whether we understand, believe in, and nurture an environment sympathetic to the *creative* mind is one of the crucial questions of our generation. Largely upon its answer depends the future not only of our education but of our country. Always there must be room for faith of, and in, the individual, an arena for conflict of ideas, a space for the nonconformist. What happens to American education will eventually happen to America.

The Rights to Life, Liberty and–Learning*

LOUIS WILLIAM NORRIS

PRESIDENT, MACMURRAY COLLEGE

In America the belief has been dawning that man's inalienable rights to life, liberty, and the pursuit of happiness, and especially the last, are contingent upon the success of education. These rights are vacuous formalities unless learning finds ways of preserving, prolonging, and enriching man's lot.

It is commonly asserted that "nobody can get anywhere without an education." Since the American dream was fashioned around the conviction that every man, and now every woman too, can "get somewhere" with the proper application, this application has come to include formal learning. The fact that most states require their youth to attend school until the age of sixteen, and the further fact that the percentage of high school graduates who go on to college has been increasing about 1 per cent annually for the past seventeen years, support this growing conviction. To be an American is to possess the right to be taught how to make something of oneself.

This right to learning is a powerful idea that will grow in acceptance and never diminish. As a people, Americans are groping for its implications. But even in the South, the dispute is less violently *whether* all have a right to learning, than *how* this right is to be guaranteed and by whom. Actually the turmoil in the South spotlights the fact that this insistence upon the right to learning has not carried over into the obligations which such a right imposes. As America becomes conscious of its intellectual birthright, the duties which will make possible the realization of this right must be thought out.

Much of the discussion about the teacher shortage has been on a supply-and-demand level, as if the problem were primarily one of economics. To be sure, the economic factor figures in the shortage. The teaching profession is less adequately rewarded economically than any profession requiring comparable training. But this condition has its base in the failure of Americans to accept the duty to provide the quality of teaching they realize that youth are entitled to. The problem must be looked upon ultimately as a moral one. The root of the teacher shortage lies in the failure to put on the teaching profession a premium high enough to correspond to the right to its services. When this imbalance is cor-

* Before assuming the presidency of MacMurray College in 1952, Dr. Norris was Dean of DePauw University. He is a member of the Commission on Teacher Education, Association of American Colleges, and the author of two recently published books—*Polarity: A Philosophy of Tensions Among Values* and *The Good New Days*.

rected, other phases of the problem will fall into place.

II

Before going further, this discussion will consider the range of the right to learning.

First, should this right be interpreted to mean that every high school graduate is entitled to a college education? Granted that many who are not going to college do not want a college education, what of the rest? Many colleges and universities pride themselves on selective admission, or at least on "selective retention." Unquestionably, the best brains should be trained for the best social economy. But this is not to say that lesser brains could not profit somewhat from a college education. Furthermore, an industrial society provides many opportunities for employment where the highest intellectual ability is not needed. The most productive society, and the one able to use its leisure most creatively, will be the one in which each of its citizens is educated to the best use of his talents, whatever they may be. A classless society, intellectually and perhaps culturally, will remain a permanent impossibility. But a Platonic Republic in which each citizen is educated for the class he fits by virtue of his talents would be hard to surpass.

This means that the duty to find college teachers will increase rather than diminish. The exclusion of students from college must be only because of inadequate facilities, not because the students applying for admission do not possess the right of entrance. There is efficiency in educating students in groups of comparable ability and similar educational objectives. But to affirm that only the highest abilities deserve attention can only mean that colleges are for teaching those who will learn with the least teaching. That conception of teaching would degrade the profession rather than exalt it. The percentage of students going to college will continue to increase, and it should. The magnitude of the duty to find a sufficient number of teachers must not obscure the implications of the right to college.

Secondly, does the learning to which everyone has a right include all the knowledge that has come to light in the modern age, or even in the twentieth century? Whereas the learned man in the medieval age considered his task to be merely that of preserving and transmitting knowledge, these measures can be only a part of the modern professor's job. Were this still the professor's job, an astronomical number of teachers would be needed to man the universities. But quite apart from its impracticality, such a conception of the teacher would be a wooden one. The tendency for the teacher to lapse into the role of uncritical dispenser of facts remains an occupational hazard. Only selective learning of such facts as make critical thinking effective, since it cannot occur in a vacuum, will suffice.

To expect the schools and colleges to supply all the information a student lacks, or to offer a solution to each concrete problem he confronts, makes the schools forever necessary. Actually, they should look to the time when they can go out of business with each student, as he takes over the process which they have been performing.

The curricula of many schools and some colleges have been aptly called "invertebrate." They must be given such spine as will enable the limbs of knowledge to express coordinately a living and relevant intelligence, and not merely a cavernous memory. A prodigious number of teachers is needed, but not enough

to teach everything under the sun. A curriculum half the size of that in the average school or college, given to twice as many students by the same number of teachers as are now in service, might be a still better educational program than is now offered.

In the third place, does the right to learning justify luring teachers into the profession when other professions are shorthanded too? Meredith Wilson is doubtless right in saying," . . . any teacher we get [in the next decade] will be drawn from other professions."[1] Yet there is good reason to hold that such prior recruitment is not only permitted but morally praiseworthy. Obviously, the other professions depend on learning for their success, and most of them on learning at advanced college levels. Furthermore, other enterprises, such as industrial production, can wait. The standard of living is already higher than at any time in history and higher than that found in any other country. But learning can't wait. The discovery of human talent and the focus of human effort on reliable values must be a day-by-day enterprise. "Time is of the essence" in a more significant sense within the educational economy of the country than it is in its legal sense.

About the only exception to the right of teacher recruitment to take priority over other professional needs may be found in medicine and its branches. Education serves to provide the standards for advancement of a society. Medical protection of the society during this advance is perhaps of equal urgency. Military protection, of course, remains an obstacle to the pursuits of manpower. But this discussion assumes a period of peace during the next ten years. Wars necessitate exceptions to nearly every rule, but even medicine and military service can never, under any conceivable circumstances, be more than coordinate with teaching in importance. They remain logically, and much of the time practically, secondary to it.

Fourth, does the right to learning carry with it the prescription by an inchoate democracy of the pattern of what shall be learned? Boards of education in charge of public schools and boards of trustees in charge of colleges and universities are usually lay educators. How far should they determine the academic life of their institutions? Are they to look for more teachers to offer the instruction *they* consider sound? "Democratic education" has often carried with it the fallacious assumption that group conference and discussion will yield inevitable truth. But "one wise man's verdict outweighs all the fools'." To expect the teacher to convey to learners the consensus of his elders alone is to deny the function of the teacher. It is to imply that new truth is less important than what everybody approves.

Schools, and particularly colleges, should be leaders of each generation and not mere coordination centers of common opinion. This means that teachers must be expected to be more competent than their employers, more original than the public, and, if possible, more penetrating than their ancestors. Democracy must support, then follow, its intellectual leaders. Its teachers must be given time and encouragement to fashion, by use of their special training and experience, the paths their generation is to follow. A democracy that believes in itself more than it does in its teachers, is willing to mill around in its own mediocrity and

[1] Charles G. Dobbins (Ed.), *Expanding Resources for College Teaching* (Washington, D. C., American Council on Education Studies, Vol. XX, No. 60, October 1956), p. 11.

to find satisfaction in mere stagnation.

In the frantic effort to secure enough teachers, it must not be supposed that just anyone can teach at any time. Clarence Faust wisely points out that all educated people should turn back to the learning process and begin instructing the young as soon as possible, for the education of the young is "the responsibility of all our people."[2] But the teaching profession must keep its standards of excellence as the leading profession in its society. The right to learning carries with it the duty to supply teaching of the highest caliber. Democracy does not generate automatically competent teachers any more than it does an adequate program of education.

If democracy is unable of itself to generate a valid plan of education, or to yield competent teachers from its ranks without special preparation, it is also unable to command exclusively the intellectual loyalty of its teachers. To require of teachers that they indoctrinate their students with any political creed at whatever stage is to assert a finality of wisdom on the part of a society at that time which history makes ludicrous. It is to assert that teachers are to search for the truth as they see it and convey it to their students on all subjects except political ones. To try to hold a society fast to the political, economic, or even moral and religious patterns it has reached in a given generation is smugly to assert that truth is static, or else that no other generation has been wise enough to find it. A healthy democracy cannot afford to make these mistakes. An abysmal relativity is not the alternative to this fearful view of change. Emerson's belief that the universe is fireproof and that one may strike a match for truth without danger of conflagration is the only assumption that makes learning worth the trouble, or indeed free from hypocrisy.

It may be concluded that the right to learning belongs to students possessing a wide variety of talents, that it extends to selected fields of knowledge and carries with it the need of qualification in continuing selectivity, that it puts a priority on the teaching professon which tops other professions, with the possible exception of medicine, and that it calls for teaching which has devised its own content and such standards of excellence in presentation as are germane to the truth sought, and not merely approved by common opinion. It follows that the first order of business in this generation is to find a sizable number of teachers who are able to develop sufficient competence to explore new truth, transmit such old truths as are needed, and to inspire sufficient confidence to merit a large amount of freedom in leading American democracy.

III

How are these teachers to be found? First, efforts must be made to elevate the public estimate of teaching as a profession. Candidates will not flock to the profession as long as it is so easily caricatured. "Professor," "egg head," "academician" are epithets for the scholar. They are, of course, rationalizations by those who excuse themselves from rigorous thinking. They represent an anti-intellectualism of a country long accustomed to "doing things," such as conquering frontiers and building factories. The intellectual heritage that has come from the professional scholar must be dramatized. The scholar must be paid a wage comparable to that received by other

[2] "Is Education Preparing for the Next Two Decades?" (New York, *Proceedings*, Sixteenth Annual Forum on Education, The Tuition Plan, February 8, 1956), p. 22.

professional workers. Administrators, especially of public schools, should not allow teaching to be talked of as a steppingstone to something better; for example, marriage or further training for another profession.

It must be shown that history is made by ideas, and ideas came largely from the schools. If the work of Thomas Jefferson, Jonathan Edwards, Samuel Johnson, Benjamin Rush, William T. Harris, Ralph Waldo Emerson, Henry Wadsworth Longfellow, Charles William Eliot, Horace Mann, Robert E. Lee, William James, and Woodrow Wilson were deleted from American history, what a shambles it would be! But these were all schoolmen in one capacity or another. The teacher introduces ideas into the experience of learners, who are never quite the same thereafter. This remains true even if the ideas of the teacher are actually rejected. The Marxian doctrine that ideas are a consequence of economic conditions is only a half truth. Some of the most original and socially useful ideas have come from scholars whose economic lives were modest and whose social settings were alien to their beliefs.

Toynbee's *Civilization on Trial* has made vivid in recent times the fact that the world conflicts of today are ultimately ideological. The Western world contends for the principle of trial by jury and the free play of the individual within institutions, while the Communist world fights for the superiority of the institution and its right to indoctrination.[3] Neither side has made religion and morality basic to its institutional life, but such a development is at least theoretically possible in the West. There could be no more historic moment than now to master ideas and see to it that those which release and enrich human life prevail. Ideas *are* making history. The privilege of learning which ones deserve to guide history offers to the teacher a role in history no other profession can claim.

Moreover, it is the teacher's privilege to go on learning forever. No other profession can offer this opportunity so fully. In this endless enterprise man perfects his most essential nature, his destiny, entelechy, or intelligence, as Aristotle held. It is ultimately the "vocation" of all men, said Fichte, to find out who they are and what their place is in the scheme of things. In short, the opportunity to develop one's own potential and to influence one's generation to do the same, lies in the teacher's hands. What more lofty motive for any vocation is there?

Efforts to attract teachers to the profession by emphasis on security, long vacations, short hours, good retirement provisions, and pleasant working conditions are largely futile. These are surface appeals, and they are matched, or even excelled, by many other vocations anyway. The invitation to make the most of one's own powers and those, in turn, of one's generation is not, on the other hand, a surface appeal. Such a privilege should be held out to students as early in their school career as any vocations are discussed. The hesitancy of high school students to say they want to be teachers or professors reveals that they have not been urged to consider this possibility, or else that their teachers have not revered their own work enough.

IV

Undoubtedly the worst danger in the next decade is that teachers who are poorly trained for the job will be pressed into service. The recent Harvard report on teaching considers it "unlikely that

[3] *See also* Gordon K. Chalmers, "Education and America's Need." *The Educational Record*, July, 1953.

the ideal of the teacher–scholar will long remain very meaningful in practice."[4] But if it doesn't, disaster is ahead. No one seems to be suggesting that lower standards in other professions are inevitable. The reason is that they will not be tolerated. To take it for granted that less well qualified medical doctors will soon be inevitable would be regarded as a national scandal not to be dreamed of. While the need for teachers will be greater presently than the need for personnel in any other profession, measures for preparing teachers must be as drastic as would be devised if a comparable shortage of doctors were confronted.

Suggestions keep coming for a so-called "teaching degree." But most of these schemes of preparation for the teacher envision him as a purveyor of knowledge already discovered by others. This is a retreat to the impossible standard of the Middle Ages, as was pointed out above. Furthermore, it would engender a whole generation of students allowed to think that education consists in the mere amassing of knowledge. No teacher who has not learned how to think under the critical scrutiny of masters in his field can teach students to think.

The narrowness and impertinence often ascribed to the Ph.D. are more often flaws in its possessor than in the character of the degree. Unless the teacher learns all about something and something about everything, he will not be able to select relevant material for his charges. He must know how to organize, compress, evaluate, and devise relevant perspectives for his students. Then he must see to it that they learn to do the same! Nothing short of these tools of the scholar will do for the teacher.

[4] Oscar Handlin (Chairman), *Report: Harvard University Committee on Teaching* (Cambridge, Mass., May 15, 1957), p. 24.

Plans for larger access to properly trained teachers are much more promising. Teachers' aides to do the chores in public schools, and student assistants in college can free teachers for their real job and at the same time interest more students in becoming teachers. A faculty can and should study its own business in order to train its members to project their material to much larger groups. A small class may allow mumbling, disorganized discourse, and infrequent use of diagrams, charts and other visual aids—all of which shortcomings actually perpetuate poor teaching methods. These weaknesses are minimized in a small class by the privilege of asking questions. Questions should deal with implications, relations, deductions, not with what the professor should have made clear in the first place!

V

How can such an expanded program of education be paid for? Easily, if the importance assigned to the teaching function above is granted. There is wealth in abundance for full-scale education of all the American youth who will want it in the next twenty years. The public will to spend it for this purpose remains to be created. Six or seven times as much of the national income is spent now on tobacco and alcoholic beverages as on education. Five or six times as much is spent on items clearly definable as luxuries as on education.

This country has come to the place where the question of supporting its people is no longer an issue. The only question is what *kind* of life it wants its people to have. America has already justified such funds as it has spent in the past on education by the remarkable growth in its standard of living. Countries like Colombia and Brazil have vast natural re-

sources, but remain on a relatively low standard of living. The clue lies in the low level of educational support common there. Russia is fast catching on to the fact that profitable use of natural resources is connected with education. In this country the question is now not merely that of educating youth to keep the wheels of production going, but of educating them to appropriate also those values that count beside the economic.

Let the public demand of its colleges that they close their economic ranks as tightly as possible. This must be done by insisting that teachers become competent in handling larger classes. A ratio of twenty students to one teacher is more economical, more interesting, and just as educationally sound as half that number. Whether the ratio should go up to seventy-five to one will depend on the ability of teachers to build up sufficient competence to handle that number. Few today are able to handle such classes adequately. A closeup of hours when classrooms stand vacant will also be necessary.[5] No business would expect to remain solvent with as much floor space standing idle as the average college tolerates.

There is money for more teachers outside and inside the colleges and universities.

VI

To the right to learning correspond the duties of securing training, and supporting such teachers as will enable the cultural life of America to flower. One hundred and thirty-five years ago Hegel, in the introduction to his philosophy of history, suggested that the next center of world history might well be in the United States. The teachers have this magnificent possibility in their hands. America cannot afford to stay those hands.

[5] *See* Beardsley Ruml, "Pay and the Professor." *Atlantic Monthly*, Vol. CXCIX, No. 4, April 1957, p. 49.

Institutional Cooperation in Teacher Education*

DONALD P. COTTRELL

DEAN, COLLEGE OF EDUCATION, THE OHIO STATE UNIVERSITY

THE changing and increasingly significant role of the teacher is under scrutiny today by leading higher educational institutions engaged in teacher education. Shortages, both in numbers and in desirable qualifications of teachers, press for attention. In particular, the need for schools to cope with the problems of expanding technology through the preparation of the necessary trained manpower, the need for schools to deal with the clarification, modification, and selection of the human values inherent in the culture of a free people, and the opportunity for schools to foster political integrity and decency in the world of many peoples, all highlight the task of teacher education today. Colleges for teacher education share this task and are endeavoring to discover its proportions and the means for accomplishing it.

The urgency of temporary specific questions in teacher education sometimes preoccupies such institutions. Rising elementary school enrollments have recently posed the question, for example, How safely can we compromise teacher education programs to put into the classrooms of the schools better teachers than would otherwise be there if regular preservice standards were maintained and emergency appointments were made from a pool of miscellaneous available personnel? Special short retraining programs have been offered widely. The time is fast approaching, however, when such questions must give way to the more fundamental ones related to the long-term task of teacher education.

We know now that the standards of proficiency of regularly prepared beginning teachers must be raised if the schools are to meet their increasing and sobering obligations. We know that teachers now in service are hungry for new inspiration and improved understanding and skill to cope with their responsibilities. We know that the admission to teaching of persons with submarginal preparation must soon stop if the teaching profession is to make the necessary gains in dignity and usefulness.

It is no secret that the short supply of properly prepared teachers is a special case of a shortage of trained manpower for all professional and highly skilled occupations. This shortage will persist for another decade, but after that time some-

* Dr. Cottrell is president of the American Association of Colleges for Teacher Education and a member of the board of trustees of Talladega College (Alabama) and of Western College for Women (Ohio). He is editor and coauthor of *Teacher Education for a Free People* and of *Rebuilding Education in the Republic of Korea*. The latter is the official report of the UNESCO-UNKRA Educational Planning Mission to Korea, of which Dr. Cottrell was chief.

thing resembling a normal correspondence will be attained between the work to be done and the available pool of manpower to be prepared to do it. Then the community will have to make a budget of its needs and resources for services, with priorities given to some kinds of service. The wise and efficient use of available manpower resources calls for frugality and prudence with respect to all groups in competition with one another. The beating of recruiting drums, currently in loud crescendo from scientific and technological quarters, may help to interest and motivate undecided youth and to raise the pay of teachers at all levels, but it leaves the basic economic problem of limited manpower and excess work load unsolved, if not aggravated. If "teacher aides" are needed today, not primarily to enhance the quality of performance of the superior teacher but merely to extend her reach, so also is a limit needed on the stockpiling and uneconomical use of engineers and technologists.

There is no doubt of the urgency of higher salaries and stronger motivation of potential recruits and present members if the teaching profession is to advance and education is to improve, but the problem of shortage is not so simple as it may seem. The basic question is, What does the community want from its teachers and its schools? If the appraisal given on this point shows an awareness of a vital function and a determination to fulfill it—even at a high cost, as compared with the satisfaction of felt needs for recreation, home conveniences, faster and easier travel—we shall solve the shortage of good teachers quickly and for a long time to come. Teacher-education institutions are preparing and will be prepared to furnish an increasing supply of even more highly competent teachers when the signals of need for them and appreciation of them come loudly and clearly from the general community. Even the trials of teaching amidst conditions of cultural turmoil and social disorganization will not deter able young people whose commitment to the profession is really wanted and whose superior professional preparation for intellectual and spiritual leadership is truly appreciated and rewarded both economically and in terms of human values.

Assuming that such a reappraisal is under way and that the role of education in our society is returning to something like the central one which was conceived in the early days of the United States of America, when freedom and independence hinged upon it, let us look briefly at the task of reconstruction and development in teacher education that is implied. This is a very large and diversified task, for changes in educational needs are appearing rapidly and in terms of complex requirements in society. Far beyond literacy and a common universe of discourse based upon mastery of certain stated branches of knowledge, the task today is related to the high competencies of intelligence, sensitivity, and skill involved in creative invention of instruments of human relations, in selection from a welter of unpalatable as well as appealing cultural values, in the disciplines of moral and spiritual integrity —all combined with the appropriate facility in the technical art of education.*

* At this point the author feels constrained to make clear that his analysis is offered on his own responsibility, though with generous consultation from his official colleagues, and does not in any way commit the American Association of Colleges for Teacher Education. If what he says is in any degree representative of the Association, it is only because he has learned much from the Association and his inferences have been fortunate, rather than because the Association's program has been deliberately and

Reconstruction and development in teacher education are now strongly indicated in a number of particulars. The first has to do with the conception of the pre-service minimum program. It is now evident that the four-year baccalaureate course offers insufficient time to prepare the teacher for entry upon a regular teaching assignment. Five years are now needed, and many people believe that six years will soon be necessary. A fifth and even a sixth year will not greatly improve the product, however, unless the additional time is used with imagination to reconceive the total pre-service program, building into it over the entire period stronger scholarship, more functional general education, a more realistic acquaintance with children and youth, and a more clinically defensible internship on the job. Moreover, little improvement can be expected in the long run unless the pre-service program is treated as a minimum for the beginning teacher and the ground prepared for continued professional and scholarly study in the ensuing years by the teacher in service.

The general education of the teacher is a second area needing improvement. Widely diversified approaches to this subject are in operation in colleges, ranging all the way from a required list of courses introductory to the major fields of knowledge to a program distinguishable only for its objectives of kindling intellectual curiosity, enhancing sensitivity of an intellectual, spiritual, or aesthetic nature, and developing integral perspective over the divergent facets of human life. Apparently there is still room for much theorizing and experimentation before either the precise connotation of the idea or its means of accomplishment in the educational program can be confidently recommended. The persistence of the question of collegiate general education, however, is ample evidence of its importance in a total program of preparation for professional leadership of any kind. For teacher education the question remains crucial, since the teacher's own function is so largely concerned with it. Even if ways and means are in doubt, teacher educators know that personal maturity, cultural awareness, and intellectual leadership remain to be produced after professional and scholarly specialization may have been attained to a high degree. Once the general education of the teacher tended to be conceived as mastery of that part of the general array of human knowledge that could and must be taught to children and youth. Today that limited view has been replaced by the purpose to make the teacher a person of substance and integrity, oriented to a complex and troubled world. One thing seems clear, on the basis of experience to date, namely, that adequate general education is to be attained only by perseverance throughout the period of the education of the teacher, rather than by reliance upon any neat set of required courses at the junior college level.

A third problem is the nature and extent of concentrated study in a field of learning. The strong tendency of the academic specialist is to wish to create the fledgling teacher after his own image. Whatever the merits of such a course for the prospective research worker or

explicitly built upon these ideas. Moreover, the reader should understand that the Association is no longer an accrediting agency, that former function now being exercised by the National Council for Accreditation of Teacher Education. The Association has never been a teacher certifying body, that function being exercised by state government agencies. The interest of the Association in standards for both accreditation of institutions and certification of teachers is real, but is contained in its program to facilitate study and improvement of such standards and the practices related thereto.

university or college teacher, it seems less than completely economical or desirable as an objective for the teacher of children and youth. Yet one countenances neglect or even severe limitation of the field of specialization for such teachers at his peril, for no teacher ever seems to know enough to cope with the needs of the young, eager mind among his pupils. Moreover, the habits of the reflective, intelligent, scholarly mind are formed in young people, at least in part, through emulation of the teacher, and no teacher can be an object lesson to others who has not demonstrated to himself the power and resourcefulness of these habits in dealing with his own world. What appears essential is a careful study of the needs of the prospective teacher by academic specialists in close and mutually respecful cooperation with professional experts in education, with a view to the establishment of priorities in the use of the available time and the design of programs of concentration adapted to those needs and governed by those priorities. Such study has been started in a few places and holds much promise of common understanding for all concerned.

The development of professional understanding, skill, and artistry is a fourth area of current concern. For historic reasons this aspect of teacher education came to be left almost exclusively to specialists. While scholars and academic officers in other fields are beginning to take an active interest in the educative process and program, frequently this interest develops with naive disregard of the insights and scholarly resources of the educational specialists. No blame need be assessed—for indeed it could doubtless be shared by both groups—to make it evident that this isolation and parallel inquiry must pass and the problem of professional education of the teacher be faced and solved in a cooperative spirit by all who share in the work of teacher education. Economy of the student's time and a considerable enrichment of his teacher education could result from a review of the total task on this basis. If the number of so-called professional courses required of prospective teachers seems unduly large in some cases, it is altogether too small in others. But the problem of the professional education of the teacher will not be solved by juggling course requirements and by pulling and hauling in a contest between faculty groups to establish even compromise agreements as to the number of courses to be approved. Entirely too much faith has been placed in particular courses in both professional and academic fields. A new approach is needed, in terms of the development of qualities of mind, attributes of personality, understanding and intellectual power, and competency to teach. The development of the person, in such terms, can surely be brought about in a variety of fairly acceptable ways.

In the fifth place, teacher education has too long hidden from view its essentially reconstructive character, both in the individual undergoing such education and, through such individuals, in the educational function of the schools. For years much has been said in America about the great function of liberal education, but all too little emphasis has been placed upon the role of the liberal mind in the work of the world. Unless the whole liberal tradition is to be fraudulently interpreted, the person imbued with it will be seen as one who believes in something and who feels that he has a personal job to do in securing certain values in the human community. Too often people have come to regard higher education as a comfortable experience of

enlarging their knowledge and adding to their marketable skills for the economy of adult life. This view tends to be reinforced by those who are alarmed about the hazards of the public function of the teacher, as if that function necessitated that he be innocuous in all controversial and fatefully significant areas of public concern and decision. It is shocking to discover how many people, even including some medical practitioners, regard collegiate and professional education as an appropriate therapeutic process for an otherwise disturbed person. If the teacher is to be educated to function in his legitimate public role, he must struggle with the hard questions of choice that face the adult community. Schools, to be more than custodial facilities and dispensaries of facts, must be manned by people who are hard at work on important questions, under a special professional discipline which commends them as mentors and guides to young people who are themselves invited to find their own way through confusion and inexperience. This struggle for clarity of understanding and dedication to high purpose is at best no quiet stroll through an idyllic woodland. Gaining new insights to replace ignorance or prejudice is frequently tumultuous business. But it is the main business of education. The community can afford to have only schools and teachers that make a real difference in the thought and behavior of people. Schools will make a significant difference in the larger areas of cultural concern, such as peace, decency, and social productivity, when the community wants them to do so and is ready to protect and encourage the teacher of originality and vsion in the exercise of his seminal intellectual responsibility.

A sixth item in the list of needed developments in teacher education is the expansion of certain types of educational research. Far too much of the program for the education of the teacher has its only justification in a kind of cracker-barrel philosophy. Too small a part of the program has been demonstrated to be both necessary and sufficient to the task at hand.

It is probably not accidental that the great public debate over education, which is so important to a free people, so often veers from its proper course, which has to do with objectives and essential amounts and qualities of the educational services to be provided. Constantly that debate tends to concern itself also with the methods and processes of education and with technical appraisals of educational products. This undoubtedly happens because educators are insecure in their knowledge of the facts and can speak with too little scientific authority and conviction regarding what educational processes are sound and indisputably effective.

Comparisons between the teaching profession and the medical profession are frequently tempting and sometimes misleading, but a comparison at this point may be instructive. Americans seem to feel enormous pride in their medical profession. Few inhibitions surround general public discussion and debate regarding questions of the availability of medical service, the price to be paid for it, the proper function of the physician in relation to all of the agencies of the community, and even the amount and type of public financial support to be provided for major fields of needed medical advance. One hears no comment from the ordinary citizen, however, or at least one finds little credence given to comment, regarding the diagnosis and treatment of tuberculosis. Arguments over smallpox vaccination or inoculation for poliomye-

litis are quickly disposed of on medical authority. One need not claim that educators should be listened to with the same satisfaction today, in order to contend that the situation in education would be much more manageable if that public service were undergirded by a comparable body of scientific fact and principle.

There are many reasons for the insufficiency of the authority of the educator, but the need and possibility of improvement in this respect are clear. It should be possible, even now, by proper exploration and dissemination of what is known about education, to dispel the wildest claims of irresponsible critics. It would be possible, by means of an organized effort to examine policy questions scientifically, to narrow appreciably the range within which choices may be made on the basis merely of tradition or preference. It seems especially urgent that this effort now be made in the field of teacher education, both for the advantage it would produce in the solution of critical problems now confronting leaders in the field, and for the training it would give to oncoming teachers in the use of the scientific experimental approach to their problems.

Finally, it may be observed that there is need for a major cooperative program among professional organizations to develop a common understanding of the task of improving teacher education and to interpret this task to the general public. Probably the necessary inter-organizational vehicles for this purpose now exist in the Council on Cooperation in Teacher Education, with its twenty-five constituent organizations, and the Cooperative Committee on Collegiate Problems of Teacher Education, with a somewhat smaller representation of groups largely in the special teaching fields. Moreover, the necessary inter-institutional vehicles exist in the National Council for Accreditation of Teacher Education and the American Association of Colleges for Teacher Education.

Much of the work in developing such a program will have to be done at the institutional level, for in the constituencies of teacher-education institutions the principal "grass roots" of public sentiment are to be found. Furthermore, such a program will be tested in terms of its impact upon the regular production of teachers.

The professional house must be put in order with respect to teacher education without any implication of a monolithic approach or a party line of educational doctrine. Too often professional groups and individuals are not communicating in representations of their views to each other. Frequently they are proceeding from different and undesignated or unexamined assumptions.

Public perception of the professional program of teacher education leaves much to be desired, simply on the score of understanding. Mutual suspicion as to motives, while certainly not widespread, reveals this fact. No "Madison Avenue" sales or public relations campaign is suggested, nor would it have a ghost of a chance of correcting the distortion of view on the part of community leaders with respect to the theories of educators or the latter group's frequently strange idea of what Americans prize in their teachers and their schools.

Essentially the needed program is one of study—study of the conceptions of good teaching, of the resources available and needed for the education of good teachers, and of the requirements that are professionally defensible and publicly acceptable and supportable in the education and use of good teachers. If professional organizations and community

groups can work seriously together on these problems, there is every reason to expect them to reach agreement on a program of rehabilitation and advance in the field of teacher education as a means of implementation of immediate general educational advance. Much more generous financial support will be required in the future to expand and upgrade education of teachers. Such funds will be available when their expenditure has been cooperatively designed and sought.

The American Community is on the threshold of educational developments which are exciting to prospective members of the educational profession who can develop the necessary vision and competency. Education for a free society is possible and freedom itself is possible, if enough people want it and work for it, even in a world beset by fear, cultural division, and confusion of values.

Professional Status: A Concomitant*

T. M. STINNETT

EXECUTIVE SECRETARY, NATIONAL COMMISSION ON TEACHER EDUCATION AND PROFESSIONAL STANDARDS

THE literature of education repeatedly reflects implied yearnings of teachers for professional status. Bestor senses this yearning and jibes at it:

> Educationists are morbidly self-conscious about the standing of their profession. They exhort one another to be "professional minded" and each feels his pulse from time to time to make sure it has the right professional beat. Beneath it all, however, lies a frightened uncertainty concerning the exact nature of a profession, and a desperate longing for palpable tokens of salvation.[1]

True, there seems to have existed in the past a sort of naive faith among teachers that some cataclysmic change in public opinion, or some enlightened act of a legislative body, could miraculously create such status for them. In short, a belief seems to have persisted that professional status can and will be conferred on teachers by someone else.

SELF-REGULATION

But this naive faith and this Pollyanna belief are no longer widely held. Teachers are now realistically facing up to the proposition that they will have professional status only to the extent that they create it themselves. This means self-determination and self-regulation of the profession by its members. And the developing movement toward these ends, vigorous and implacable, is going to make some critics unhappier still.

The view of the National Commission on Teacher Education and Professional Standards, as reflected in its pronouncements and policies, is that status is from within the profession, not from the outside. It is not some alluring toga which a benevolent society or a considerate patron drapes about the members of the professional group. On the contrary, it is a cluster of attitudes and convictions, a welling up within each member which, when existing in all or almost all, compels respect and recognition from the lay community.

Corey has stated it another way:

> Professional prestige cannot be forced, bought, legislated or stolen. In truth, it must be earned through the quality of service rendered by the members of the group.[2]

Thus, professional status is born within each member of a professional group as a result of a constellation of attributes: the

* Dr. Stinnett has served as vice president and president of the National Association of State Directors of Teacher Education and Certification, and as secretary of the Southern Conference on Teacher Education. He is editor of *The Journal of Teacher Education* and author of articles in various educational magazines and of several school textbooks.

[1] Arthur Bestor, *The Restoration of Learning* (New York, Alfred A. Knopf, 1955), p. 269.

[2] Arthur F. Corey, "The Professional Standards Movement in Teaching" (Symposium, "Professional Status: How It Is Achieved"). *The Journal of Teacher Education*, 6: 225-32; September 1955.

knowledge of extraordinary competence in consequence of sustained and scholarly preparation; an inner sense of dedication to an important service to society; a serenity of spirit arising from the joy of helping others; a sense of security which is the logical concomitant of possessing competences and knowledges which others do not possess.

The term "profession" has been used so promiscuously, as Cogan has pointed out,[2] that its meaning has become somewhat obscured. Also, with the development of technology demanding many types of highly skilled workers, the number of separate professions has multiplied greatly. Thus, the relatively simple criteria by which once a profession was identified have had a corresponding proliferation. There is, however, one indispensable yardstick of a profession which seems to be applied almost universally: devotion to public service. The records of teachers in this regard, even greater potentials for the future, have great meaning for the status the profession seeks.

The basic approach to professional status for teaching, at least in the view of the Commission, is through the dogged conviction that teaching must become the pre-eminent profession. Since teaching is the central lake out of which flow the streams of competence of all other occupational endeavors, surely there can be no argument about that thesis. Yet there is argument—serious, sustained, and bitter. The American people have not as yet resolutely faced up to this mandate. They must do so now; the issue can no longer be evaded. One need consider only superficially the nature of society and its rapidly increasing complexity to sense the urgency of that mandate.

[2] Morris L. Cogan, "Toward a Definition of a Profession." *Harvard Educational Review*, 23: 33-50; Winter, 1953.

Teaching can become America's pre-eminent profession only when it is able to assess for itself the standards necessary to apply to those who will be admitted to practice and permitted to continue in practice. No wonder teachers have been the targets for recurring attacks, with the prevailing inadequate requirements for certification, which range all the way from no college preparation required in one state to six years of college preparation for certain positions in two other states. No wonder, either, that the profession has been subjected to vitriolic and contemptuous criticisms when 80,000, or one in fifteen, employed teachers hold emergency certificates, a situation accompanied by indiscriminate recruiting campaigns which, in effect, resort to "knockng on any door," to "scraping the bottom of any barrel," in order to staff the classrooms. Anything to duck the reality of the cost of getting and keeping competent professionals.

Now there are vigorous proposals to correct this situation, proposals which range from converting teachers into a highly organized economic and political unit—another pressure group to enforce the profession's demands upon society—to the substitution of technology and nonprofessional helpers in order to reduce practitioners to the number the public (or the vocal portions of it) is willing to support adequately. Another proposal is pay schedules based on merit. Then there is the nebulous "master-teacher" plan, which is presumed not only to reduce the number of qualified practitioners needed but to improve the quality of teaching. All of these, it seems to the Commission, tend to be escapist measures; they are seeking an easy solution to an extremely difficult and complex problem. Perhaps all have significant contributions to make to the improve-

ment of teaching, but their use basically must be predicated upon that objective, rather than upon the economy factor.

THE GRADUALIST APPROACH

If the premise is accepted that the one sure route to professional status for teaching is through the high-standards approach, as determined by the profession itself, then the inevitable question arises, How can this be done? There are two means: by a revolutionary process, or by an evolutionary process. The first would involve the overt assertion of the profession's right to fix and enforce its own standards. The second would imply the principle of gradualism.

The revolutionary process would utilize some sort of sanctions to force exclusive power over standards into the hands of the profession. The evolutionary process would depend upon the development of vigorous, effective cooperation among all segments of the profession to achieve a common goal. The Commission favors the latter process: that as the profession demonstrates its growing competence, resulting from successively upgrading standards for admission to and continuation in practice, both the public and the state legal authorities will increasingly concede its right to be judge and executioner of the standards which should be enforced to guarantee adequate service.

And here let me digress a moment. The critics quite frequently concede the pressing need for higher standards for admission to teaching. But they then equate the profession's demand for higher standards with "just adding more education courses." There is abundant evidence that this is not true. On the contrary, the reverse is reflected in the trends in teacher education and certification.

As a matter of fact, all other professions have gone through this evolutionary process in getting into their hands the power to fix and enforce standards. And this power can be taken away from any profession, however strong it may be at the moment, when and if it begins to use its influence to achieve selfish, monopolistic ends. Hence the Commission believes that it is pursuing the wise, effective course and not—as is often implied—merely an expedient one.

The evidence of progress toward self-determination by the profession is, in some respects at least, impressive. A decade ago there was no organized effort by the profession to exercise this right. A decade ago there was just beginning to emerge here and there among the states the practice of establishing advisory committees (generally called advisory councils) on teacher education and certification, as extra-legal advisory bodies to state boards of education, relating to the determination and enforcement of standards in these important areas. In 1957, there are some 35 advisory councils, 52 state TEPS commissions, and many special committees of professional people participating in one way or another in the fixing and enforcing of standards through the state legal authorities. In fact, a recent survey indicates that in only four states has no formal provision been made by the state legal authority for such consultation.[4] Moreover, a decade ago only about 15 states were enforcing the degree requirement for beginning teachers. In 1957, at least 37 states are enforcing this requirement for the lowest regular certificate.[5]

One may confidently predict that the

[4] W. Earl Armstrong and T. M. Stinnett, *A Manual on Certification Requirements for School Personnel in the United States, 1957 Edition* (Washington, National Commission on Teacher Education and Professional Standards, National Education Association), p. 7.

[5] *Ibid.*, p. 1.

time is coming rapidly when the teaching profession will have effective controls over its own destiny and services. Emergency certification, which has been resorted to by all states in varying degrees in past crises, is often used as an argument that the profession is chasing an illusory procedure in the gradualist approach to such powers. But this attitude ignores the fact that heretofore the profession has not been organized to prevent this state of affairs. Now it is, and we should see a rapid diminishing of the use of this safety-valve practice.

QUALITY OF TEACHER EDUCATION PARAMOUNT

The extent and quality of education of the practitioner are the central fibers of any profession worthy of the name. And as long as the teaching profession tolerates nondescript approaches to this principle—inadequate in length, inferior in quality, incidental in intent, devoid of professional aspects—teaching will not have status as a profession. One might assume that such a thesis would receive universal commendation and support but this is far from the case. The teaching profession has no choice but to clean house in this matter of preparation, with regard to both quantitative and qualitative standards, and to fight invincibly for rigorous accrediting of schools permitted to prepare its members, as did the American Medical Association in the second decade of this century.

And teacher education includes a whole cluster of related problems—selection, guidance and screening, certification, probationary service, and lifelong professional growth. Improvement of the quality of teacher education is the basic route to professional status.

Thus, the Commission has insisted that there must be established universally the minimum of four years of college preparation for teaching, for beginning practitioners; that this is adequate only for initial service; that five years of preparation, at least, must be required for full professional qualification. Moreover, this preparation must be provided by institutions accredited for this purpose. And the profession, at long last, has established a national professional accrediting group —the National Council for Accreditation of Teacher Education—such as the other recognized professions have long had in operation.

This is the basic approach to status. When teaching becomes something hard to qualify for, hard to prepare for, discriminating in those certificated, demanding in the unceasing search for increased competence, ready to rid itself of those who will not or cannot measure up in competence or in conduct to the exacting demands of their jobs, then and only then will teaching have status among its own, among those yet to choose a career to prepare for, and among the public which still inclines to the viewpoint that "anybody can teach."

HIGH-STANDARDS APPROACH TO STATUS

The teacher shortage situation is a case in point. It is well known that since the outbreak of World War II the United States has been suffering from teacher shortages—the most sustained, the most critical in its history. Every kind of theory, experiment, and gimmick has been proposed to cure this situation. The Commission has steadfastly maintained that there is only one way to cure it: raise standards for the profession. Raise standards of selection, preparation, certification, and professional growth to acknowledged professional levels. As a result, the teaching profession will acquire

prestige in the minds of capable high school graduates who are facing the perennial question of what they will do with their lives. Increased enrollments in teacher education will result. Pride will be created among experienced practitioners and the dropout rate will be reduced. What is the evidence of the soundness of this thesis? There are many evidences.

First, the proportion of the members of each year's college graduating classes prepared for teaching has increased steadily since 1948, rising from 21 per cent in 1948 to an estimated 32.5 per cent in 1957. Second, with rapidly increasing college enrollments since 1954, the increase in enrollments in teacher education consistently runs ahead of the increases in general college enrollments. Third, the annual production of degree elementary teachers has about quadrupled since 1946, reflecting, we believe, the increased prestige for this field with the adoption of the degree requirement by at least 20 additional states since 1946.

Fourth, the annual production of teachers in each of the last three years has shown significant increases. In 1955-56 and 1956-57, the over-all increase was about 10 per cent each year; and for high school teachers the increase in each year approximated 15 per cent. Also, with the past year membership in FTA high school clubs more than doubled, which is a rough measure of the increase in prestige which teaching is gaining among high school students.

PROTECTING AND DISCIPLINING MEMBERS

Clearly we are on the way out of the teacher shortage. Of course there are many factors involved and it is impossible to assay precisely the predominant causal ones. But there can be little doubt that the vigor with which the profession itself is demanding higher standards of preparation and of service is fundamental. Moreover, a profession which expects to create status for its members must eventually move vigorously into the area of disciplining its members as well as protecting them against unfair, unwarranted, and capricious actions. In other words, a profession will insist upon professional performance and professional conduct. Evidence indicates that, with few exceptions, unethical conduct of teachers results largely from ignorance of the Code of Ethics of the teaching profession, or confusion concerning the interpretation of the Code. This fact implies that full knowledge of the Code and its interpretation must be provided in the pre-service program of teacher education. The NEA Committee on Professional Ethics has been engaged for several years in developing a body of opinions which are interpretations of actual cases.[6] These opinions, along with the NEA Code of Ethics, are widely publicized by the Committee.

But what about the relatively small number of willful violations of the Code?

Machinery for disciplining members in such cases has been established by many local associations, by most of the state education associations, and by the NEA. In the NEA structure, the Committee on Professional Ethics is charged with the responsibility for development, interpretation, and enforcement of the Code. Disciplinary action is a function of the NEA Executive Committee, upon the recommendation of the Committee on Professional Ethics.

Perhaps the most notable case handled

[6] National Education Association, Committee on Professional Ethics. *Opinions of the Committee on Professional Ethics* (Washington, D. C., the Association, 1955), p. 72.

by the Ethics Committee resulted in the expulsion from membership in the NEA of the superintendent of schools in one of the nation's largest cities. The work of the NEA Commission for the Defense of Democracy Through Education (the Defense Commission) in protecting members of the profession has been widely publicized and covers many significant cases.

State education associations have begun to move vigorously into the field of enforcement of ethical codes and the disciplining of their membership. The California Teachers Association is a good example. In 1955, the CTA sponsored state legislation which recognized the CTA as the official representative of the teaching profession in the state, and empowered the CTA to assist legal boards in defining competence, unfitness, and unprofessional conduct. In other words, in cases involving questions of a teacher's competence or conduct a panel of educators is empowered to render a professional opinion in court, a power that the medical and law professions have had for years.[7]

The CTA considers this granting of power to the profession as evidence of the maturing of the teaching profession and as an opportunity for the profession to rewrite the old adage, "He who can, does. He who cannot, teaches" to read, "He who cannot teach, must not teach."[8]

Professional status is a concomitant—a concomitant of the will and action of the members of the group, by which self-determination and self-regulation result in service of ever-increasing quality. Such status can come in no other way. And the teaching profession now knows this and is acting upon this conviction.

[7] Arthur F. Corey, "The Profession Moves Forward with Tenure." *The CTA Journal*, 51: 3; March 1955.

[8] Joseph Stocker, "Teachers in California: 'He Who Can, Must.'" *The Reporter*, February 21, 1957.

REVIEWS

A History of Education in Antiquity, by Henri Irénée Marrou. Translated by George Lamb. New York, Sheed and Ward, 1956. xviii + 466 pp. $7.50.

Greek and Roman civilization were so closely knit intellectually, so homogeneous, and so free from extraneous and distracting influences that a study of their educational systems offers us a singularly favorable opportunity to observe the effect of government and society on education and, in turn, of education on history. This study is rewarding not only because it shows us the origin of many elements in our own cultural heritage but also because the Greeks and Romans developed an educational program which they regarded as eminently successful and suited to their needs. Although conditions and goals are different now, in the study of a teaching program which kept itself in operation on its own merits for many centuries we would expect to find some help in answering our own questions.

In 1948 M. Marrou, who is now professor of the history of early Christianity at the University of Paris, published his *Histoire de l'Éducation dans l'Antiquité*, which was so successful that two revised and enlarged editions (1950, 1955) were soon called for. No comparable work is available in English, and although M. Marrou wrote expressly for a French audience, his book has now been translated, without revision, from the latest French edition and was published simultaneously in this country and in England. The work covers the period 1000 B.C.–A.D. 500, and it must be said at once that the title is a misnomer, since the book is concerned almost exclusively with Greece and Rome, the ancient orient (Mesopotamia, Egypt, and so forth) being treated in three or four pages in the Introduction. A wide audience has been kept in mind, and Greek and Latin texts are translated or paraphrased.

This translation should be welcome, since it will make available a handbook which brings together in a convenient compass a wealth of material—including new research by the author—which is not readily available elsewhere in one volume and in English. The subject is vast and calls for command of a wide range of often difficult source material, and no other scholar of our day—be it said with regret—has attempted so large a task as has M. Marrou.

One should not criticize a work which has had notable success in its original form with its original audience. It is, however, unfortunate in some ways that this book, as long as it remains the only one of its kind in English, will be the work from which many students will get their only knowledge of the Greek and Roman educational system. M. Marrou's investigations are careful and conscientious, and his scholarship is of the first quality. His program, however, has not led him to pause for periodic summaries in the course of the book, or to try to bring out, as clearly and as simply as possible, the full significance of Greek and Roman education in the society and government of that time, or to point out as clearly as is necessary for the reader who does not happen to have classical training, the elements which gave the ancient educational program its distinctive quality and value in its context.

M. Marrou has performed very well his descriptive task, and the reader should not criticize him for not supplying adequate interpretation and evaluation, or for not

dealing with the questions of the value of ancient theory and practice for modern problems which American readers would hope to learn something about. Present-day students—whether French, British, or American—might be expected to be curious about such points as the characteristic limitations of the ancient curriculum, the philosophical attitude toward scientific subjects, the relationships between the schools and the state, the real causes of illiteracy (which was taken for granted), the effect of nationalism on education (a subject of basic importance in the composite Roman Empire), and the factors behind the absence of any concept of free universal education.

The significant thing is that these characteristics, which look to us like defects and limitations, were based not on theories of education, but on the contemporary conceptions of man and society. One must go back to the sources with fresh questions when one has come to understand that the whole ancient view of the nature and purpose of education was both determined and limited by the outlook which was characteristic of the times. M. Marrou, as a good classical scholar, is certainly aware of all this, but he has not brought it out as clearly as might be wished. The reader interested in these questions will find them treated on a broader basis in such books as Werner Jaeger's *Paideia: The Ideals of Greek Culture* and Donald Lemen Clark's recent *Rhetoric in Greco-Roman Education* (1957).

These comments are not to be taken as unfavorable reflections on M. Marrou's book, but rather as indications of the really very great interest and importance of the subject, and of the lessons (both theoretical and practical, as ancient teachers would say) which we can still hope to learn.

GLANVILLE DOWNEY
Dumbarton Oaks
Washington, D. C.

Professors and Public Ethics: Studies of Northern Moral Philosophers Before the Civil War, by Wilson Smith. Ithaca, Cornell University Press, 1956. vii + 245 pp. $4.00.

During the postwar years writers on the American past have become more keenly aware of the rich and relatively unmined veins of material the history of education provides. In the volume reviewed here, Wilson Smith explores a significant facet of the American college before the Civil War—the teaching of moral philosophy. A standard feature of the ante bellum college curriculum, the moral philosophy course was usually required for all seniors. This course was supposed to be the capstone of the undergraduate educational experience and was frequently taught by the college president, who in those days was almost always a clergyman. It is with the teachers of moral philosophy in the Northern states, the content of the courses, and the relation between moral philosophy and secular life that Mr. Smith is here concerned.

In Part I the author sifted the background and experience of forty-eight professors of moral philosophy and analyzed the content of moral philosophy courses as revealed by the leading texts of the times. He found that most academic moral philosophers were both clergymen and professors or presidents of colleges and that a substantial majority were active participants in public affairs of various kinds. Common features found in the texts included "a picture of human nature, a map of the universe, and a version of history." Moral philosophy included much more than ethics. It was an amalgam of aspects of theology, philosophy, history, government, economics, family relationships, crime and its punishments, and jurisprudence. Mr. Smith emphasizes that theology was at the heart of the professors' concern for ethics. He also notes the passion for righteousness which runs through all of the moral philosophy texts. Part I shows in addition the great influence the writings of the English clergyman William Paley had on the development of American moral philosophy courses. The Paley vogue and its passing comprise an interesting chapter

in the development of moral philosophy in this country.

The broad themes which are introduced and explored in the early chapters and the generalizations made therein are illuminated and (the author hopes) sustained in the several biographical chapters which make up Parts II and III. The first of these is entitled "The Nature and Practice of Whiggish Ethics" and contains chapters on John Daniel Gros, Francis Lieber, Charles B. Haddock, and Francis Wayland. The latter, "The End of the Academic Enlightenment," is devoted to the Unitarian moral philosophy of James Walker of Harvard and the decline of moral philosophy in the years preceding the Civil War.

Most of the biographical chapters were published previously in journals. When they are placed side by side in a book and preceded by a general introductory section, something less than an organic whole seems to this reviewer to result. The ways in which the biographical chapters are related to each other and to the introductory section are not so clear to the reader as they presumably were to the writer.

In the last biographical chapter the thought of James Walker, president of Harvard during the 1850's, is discussed. Walker was noted for his extreme reluctance on grounds of principle to speak on political and public questions. The period of Walker's leadership at Harvard has also been described as the nadir of the history of that university. Smith's analysis of Walker and Harvard in the 1850's suggests convincingly that both have been unduly disparaged.

Mr. Smith has produced an important book on a phase of American intellectual history about which not a great deal has been written. The book raises significant questions and suggests some answers. The author would be the last to say that he has researched exhaustively and written the final word on this subject. The book impresses this reviewer as one of genuine quality, and the American Historical Association has awarded it the Beveridge Prize for 1956. It is not an easy book to read, but it is one which will amply reward the efforts of the persistent reader. It is on the whole well written and contains excellent footnotes which not only help explicate the text but also provide numerous suggestions for further research in the educational and intellectual history of the United States.

FREDERICK H. JACKSON
Carnegie Corporation of New York

Crisis in Higher Education, by Charles P. Hogarth. Washington, D. C., Public Affairs Press, 1957. vi + 60 pp.

Mr. Hogarth has a twofold purpose in this pamphlet: to develop among laymen *understanding* of our colleges, their place in our society, their ways of functioning, and the problems they face; and to stress the need for *planning now* to meet society's need for higher education in the future. Only through such understanding and planning, the author tells us, can the coming increases in enrollment be accommodated.

The volume seeks to introduce laymen to the American college—its purposes and policies, its finances, its physical facilities, faculty, and staff, its student body, its program (curricular and extracurricular), and its relationships with alumni and with the public. The author believes that "a college can be no greater than its faculty because the ability of faculty members to teach effectively determines, to a large extent, the amount and quality of learning that take place in an institution." He knows well that "the enthusiasm of a faculty member for his subject impels students to want to know more about that subject."

Mr. Hogarth also reminds us of other facts that bear repeating: Curricula are varied; they are frequently designed to promote education "for home and family living, responsible citizenship, and responsive living" as well as "the art of making a living." It is important that students choose the right college, and it is a college responsibility to assist them. Student life should be

enriched by extracurricular activities "under the guidance of highly trained and thoroughly experienced adults." Physical facilities should serve the needs of program, and for each college there shoud be a master plan to guide development through the years. "Simple architectural beauty with good equipment and long lasting equipment should characterize college physical facilities." Finally, "it is the responsibility of every college to tell its story in an effective way not only to the alumni, but to the public as a whole." All available means should be utilized: speeches, publications, trustees, alumni, community relations, students, and staff.

The author bespeaks the efforts of citizens, cooperations, and local and state governments to support higher education adequately. If this appeal proves inadequate, then a broad-scale federal policy for scholarships and loans for institutional facilities is deemed desirable. But the author adds, "It will be another tribute to the effectiveness of this democracy if the problem is solved without additional federal assistance."

It is on the basis of understanding that Mr. Hogarth expresses the hope of expediting necessary plans for future development. As a basis for such plans, he stresses the need for facts—facts about the people served, their present and future needs, trends in employment, the success of graduates, the programs and plans of other institutions, and the characteristics of present college facilities. There follows wide-scale communication and discussion of the facts, from which fruitful suggestions emerge. Long-range plans should be based in defined objectives and functions, and should include plans for program, facilities, personnel, and finance. And important as is planning for particular institutions, planning at the local, state, regional, and national levels calls for equally vigorous attention.

Only as *understanding* is reached, as *plans* are made, more *money* is made available, more *teachers* are secured, and more *facilities* are provided, can the "crisis in higher education" be met.

Mr. Hogarth's book is both important and timely. If there are limitations, they appear in somewhat inadequate discussions of adult education, provision for organized research and services, the need for statewide and regional planning for coordination and allocation of institutional functions, and the requirement for increased institutional support from public state funds. Mr. Hogarth does not provide evidence for his statement that federal aid will not be needed, and he ignores the implications of the present heavy burden on enrolled students and their families for sound fiscal policy. However, one might expect that such matters will surely receive the attention they require once the author's two major goals of *understanding* and *planning* are achieved.

THAD HUNGATE
Teachers College, Columbia

College Freshmen Speak Out, by Agatha Townsend. New York, Harper and Brothers, 1956. x + 136 pp. $2.50.

This is a story told by 470 college freshmen from 27 different colleges and universities in terms of what their first year in college is meaning to them. The study is addressed to high school students who are considering college, to administrators and teachers in schools and colleges, and to those who hope to understand more fully the present college generation.

The report indicates that more than half of these college freshmen are enthusiastic about their work in college and that a third of the remaining number view it with mixed feelings but in general are satisfied with what they are doing. However, about one out of five freshmen express dissatisfaction with their college work for a variety of reasons.

At other times in the history of American higher education it would have been easier to dismiss the reaction of the 20 per cent who respond negatively to the college experience and to feel satisfied that at least half the freshmen were enthusiastic about

their college work. Two factors in particular make it difficult to adopt that attitude at the present time. First, the limitations of funds and of facilities available to colleges prevent substantial numbers of American youth from going to college. For those who do go it is imperative that as large a proportion as possible profit from their work. Second, there is a rising demand for trained leadership to sustain our nation as a leader in technical progress and as a vital political center of the world, at the same time that a declining proportion of our population is of the age to work most productively in our society. Forecasts prepared by the United States Bureau of Census indicate that by 1975 there will be a 40 per cent increase in the total population of the United States who are over fourteen years of age. Both the younger and the older extremes of this population group will increase markedly. Among those who will be twenty-five to forty-four years of age at that date there will be an increase of only 17 per cent. Thus we are obliged at this time to cultivate the development of youth with care and discernment if we are to produce the leaders which our economy will demand in the foreseeable future.

The data for this study were obtained through the use of a questionnaire which consisted in part of requests for specific opinions of freshmen about problems with which they were having difficulty and in part of opportunities for students to comment freely on such questions as What comparison would you make between your high school and college work? To what extent do you think the college provides adequate counseling? How could your secondary school have helped you more in anticipating and meeting the adjustment problems of the freshman year? Because of the brevity of the questionnaire and because of the rather obvious wording of the questions, one has the feeling that little has been discovered in this study which discerning high school and college teachers do not already know. However, the responses are organized and analyzed well. This is an important contribution, and the book deserves to be read for that reason if no other.

In a final chapter called "Assignments for Tomorrow," specific suggestions are made regarding the educational program, school and college relations, selection and admission, orientation, and student-planning. In general the suggestions are sound and provocative. This reader was impressed that the suggestions for student-planning offer formulas for success rather than concise and stimulating ideas for the high school student who is considering college.

To many the most challenging part of the book will be the discussion of the lack of understanding among college students of the purposes of organization and prescription in the curriculum. Student reaction to the prescription of freshman courses was "negative, serious, and discouraging." High on the list of sources noted by freshmen as the bases of their academic difficulties was "little interest" in their courses. Women in colleges reacted more negatively to first-year courses than did men.

Two areas for action by colleges are suggested by these data.

1. In those colleges which offer general education in the freshman year the student is often plunged into the courses without any adequate discussion of either the purposes of general education or the specific ways in which the college has developed its curriculum. To quote one freshman, "How would you like to enter college, hoping finally to select your future course of life, only to find that you had to take Western Civilization, or some such subject?"

Only a few students in Dr. Townsend's sample were in colleges where continuous effort was made to describe and explain the rationale of the course prescriptions. One freshman who was in such a college said, "I am in an experimental core curriculum here that cuts through many subjects, and I find it most stimulating. Our work includes discussion of how the curriculum can be expanded and improved in the future."

2. The lack of articulation and understanding between colleges and secondary

schools is reflected in the student responses. The high school student has little opportunity to become acquainted with the purposes of the college which he hopes to attend. In many cases his choice of a college is based on casual and inadequate observation, influence of his family, or newspaper accounts of public events and sports contests in which the college is involved.

In spite of the substantial nature of the criticisms by the freshmen who report in this book, there is clear indication that for many students college is exciting and stimulating. The fact that the student is "unadjusted" is both a measure of the frustration which he feels in being inadequately prepared to take advantage of college work and a measure of the challenge which college presents to him. Perhaps the principal criticism of Dr. Townsend's presentation is the emphasis on "adjustment." One might wish that all college students were "unadjusted" in the sense that they were in a new and stimulating experience which required the reorientation of attitudes and study habits and which stretched their minds and imaginations to the limit.

MAX WISE
Teachers College, Columbia

Intelligence in the United States, by John B. Miner. New York, Springer Publishing Co., Inc., 1957.

This book presents findings on a vocabulary test administered to a representative sample of our population, a rationale for extrapolation from this test to a broader interpretation of abilities, and a plan for a different utilization of intellectual potential in education and employment. It contains excellent surveys of the literature on many aspects of intelligence, and numerous interesting and challenging new findings.

On the assumptions that test performance will result from the interaction of native potential, motivation, and environmental stimulus potential, and that there is a high correlation among abilities, with verbal ability being highly rewarded in our culture, Dr. Miner proposes that minimum criteria for various occupational levels be set up on the basis of verbal ability, with more specific skills being differentiated within a given level.

The survey seems admirable in all respects. The sample was carefully selected to be representative of census data. The vocabulary test was well-suited to this type of study. The results concerning the relationships between intelligence and social stratification are significant and challenging to the social scientist; the section on the Negro led this reviewer to speculate concerning the possibly different results of a similar survey after fifty years of integrated education in the South.

The most original and controversial section of the book is the application of the findings to educational and occupational reform. By taking the scores of students nine years of age or older and plotting the distributions of scores of those in the ninth grade or below, in the tenth through the thirteenth grade, and in the fourteenth grade or above, Dr. Miner found considerable overlap in his distributions. He concluded that all those with vocabulary scores exceeding the tenth percentile of the next higher educational group possess at least the minimum ability for educational placement in the higher group. Thus he finds that 54.6 per cent of the student sample are undergraded intellectually on the basis of age placement, and he breaks this figure down into percentages for the various social groups he has previously mentioned. On the basis of this he recommends a revision of our educational system which would base grade placement upon intellectual potential rather than upon age, requiring promotion of some and demotion of others. A similar scheme, based upon the same rationale, is presented for occupational placement and training.

While Dr. Miner recognizes the importance of such factors as personality differences and social and emotional develop-

ment, any scheme aimed at utilization of potential which emphasizes the use of individuals for society is likely to underemphasize self-fulfillment needs of the individuals being utilized. While Dr. Miner's suggestions do not violate the individual, as do many such schemes, in the reviewer's opinion they do not give enough consideration to such factors as family tradition, unconscious motives as expressed in educational and occupational choice and achievement, developmental readiness outside of, but related to, intellectual functioning, the injury to self-esteem of demotion, and the like. It would indeed be interesting to try to implement Dr. Miner's plan in a given community, and to study its results from a longitudinal point of view. If increased individual satisfactions and increased contributions to society were both to result, it would be worth changing the current approach to educational and occupational placement.

ROSALEA A. SCHONBAR
Teachers College, Columbia

The Student Teacher in Action, by Sam P. Wiggins. Boston, Allyn and Bacon, Inc., 1957. xii + 217 pp. $2.95.

Sam Wiggins' conferences and student-teaching seminars have long been characterized by tolerant understanding and good-natured common sense. The informal conversational style of his writing retains these qualities to a marked degree. Student teachers are told simply and directly the things which they need to know. At the same time, however, they are encouraged to give thoughtful consideration to the many problems they will meet and the decisions which must be made.

The Student Teacher in Action is difficult to classify by usual standards. It makes no attempt to deal in a comprehensive manner with curriculum organization, methods, or materials as do many conventional books for the student teacher. It differs from the locally produced student-teaching handbook, however, in its far greater emphasis on general principles and guides to action which must be applied by the student in a local situation. In a Preface addressed to the student, Professor Wiggins states, "The aim of the book is to help you see quickly your total responsibilities and to aid you in discovering courses of action in meeting those responsibilities adequately." This purpose is evident throughout the volume.

The three sections of the book deal generally with the three major responsibilities faced by student teachers—developing personal-social relations, achieving teaching competence, and acquiring professional status. Situational materials, illustrative incidents, frequent summaries, and evaluative or diagnostic questions are used constantly to increase understanding and to promote the application of principles to particular situations.

The position of the student teacher is a difficult one at best. Like a second cook in a kitchen where one has been accustomed to operate alone, the student may find it much easier to "spoil the broth" than to achieve smoothly operating cooperative relations. This problem is dealt with in a frank and practical manner. Among other things the student is told, "Do not permit, let alone engage in, destructive comments that reflect discredit on your cooperating teacher. This is both unprofessional and shortsighted." But there is no suggestion that the student should become a yes man, echoing at all times the opinions of others. "You should," he is advised, "cultivate the process of expressing your views in such a way that they have an impersonal tone. In short, it is possible to disagree without being disagreeable."

In the matter of personal appearance some degree of conformity is encouraged and it is noted that "any striking appearance, such as a close fitting sweater on a young lady, or a young man sporting a mustache with sideburns, could easily give a distracting first impression." At no time, however, is it suggested that the student should cease to be a normal person because

he has chosen to be a teacher. In a discussion of marriage and teaching the student is advised, "On the one hand, you need to guard against letting out-of-school interests interfere with your performance as a student teacher. On the other hand, you cannot afford to let student teaching blot out other interests in your personal life, including romance." This is a refreshing contrast to the not uncommon point of view that the student should give up all other activities and social contacts in order to concentrate on his student teaching. Often, as an unanticipated by-product, he gains some strong impressions of his future profession as one which demands inhuman sacrifices and drudgery.

Ways of controlling the pupils whom they will teach is a major concern of all student teachers. In a brief section called "Discipline: A Respectable Word," Professor Wiggins builds a point of view regarding this important aspect of teaching that is both practical and idealistic. A few lines will give the essence of his thought:

> As a democratic teacher, you are both a counselor who helps pupils understand and control themselves and a policeman who enforces the rules that govern your miniature neighborhood, the classroom. The more effective you become as a guide of learning and as an understanding counselor of individuals, the less often you will need to assume the role of policeman. You should not feel, however, that you are suddenly undemocratic when you need to be firm in enforcing reasonable standards of behavior. Our democracy would not last for long if there were no external controls over the individuals who have learned little about self-discipline. Do not apologize or feel guilty about doing the things that need doing, but do not take this license to give vent to your vexations. Let thought guide your actions in the matter of discipline rather than any mechanical rule of thumb.

The discussion of the citizenship responsibilities of the student teacher begins with the statement that "as a teacher, or as a student teacher, you have every right outside of school that all teachers enjoy." It then goes on to delineate the rights and responsibilities of the student teacher in the community. It is most gratifying to find that student teachers are advised to function actively as citizens and that participation in community affairs is encouraged. There are none of the warnings and limitations which often have the effect of making the young teacher feel that he must neither have nor express opinions on controversial issues. A student teacher who writes a letter to the local newspaper concerning a community problem or expresses his opinion on issues in local politics may occasionally be criticized or misunderstood. In the long run, however, students who accept their responsibilities as citizens will be more effective teachers as well as participating members of a democratic society.

Ideally, the material presented in this book should be the subject of frequent seminars or long individual conferences. Since few things in education are ideal, however, and the supervisor of student teaching usually has too many students and too little time, this book provides a needed do-it-yourself approach to the problems and concerns of the student teacher. Certainly any student is bound to find here much that is helpful, thought-provoking, and inspiring.

DOROTHY M. MCGEOCH
Teachers College, Columbia

The Teacher's Personal Development, by W. F. Bruce and A. J. Holden, Jr. New York, Henry Holt and Company, 1957. 352 pp. $4.25.

A book on this subject should attract readers. Currently, understanding the behavior of children as well as of adults is a prime concern in education. Ever since Freud broke through the emotional barrier there has been a growing interest in understanding the implications of his research for education. Much has been and continues to be written on understanding children's behavior. More recently, the focus seems to be including attention to the teacher's understanding of himself. The reason for such

concern is clearly given by Jersild in *When Teachers Face Themselves*, "A teacher's understanding of others can be only as deep as the wisdom he possesses when he looks inward upon himself."

In *The Teacher's Personal Development*, Bruce and Holden set out to point the way "to able and effective teaching through the approaches of self-understanding and interpersonal relations in their total effect upon the personalities involved." This is a big order. The teacher's resources from his own childhood, youth, and college years are examined as they bear on the many and varied situations he meets in schools—some authoritarian, some democratic. In this plan, key concepts of child and youth development are examined, now with the camera on the youngsters before the teacher, now on the previous life of the teacher, now on a classroom or school-wide situation. This organization of content, which is consistent with the two-way purpose of the authors, namely to help teachers to achieve better self-understanding through better understanding of the youngsters they teach and as a result to do a better job of teaching, leads to a feeling at some points that one is reading a book on child development, and at others that one is skimming rather lightly over complicated problems involving the teacher's emotions. The authors have outlined with care many problems both in teaching and in personal development, but often the organization gets in their way.

The difficulty of getting at the meanings is aggravated by the style of writing. An author who wishes to help his readers understand themselves must create the desire and the emotional state to achieve this goal. His style must of necessity get the reader "into the book." In some spots, chiefly in the section dealing with the adolescent, this is almost accomplished. But in general this is a book which many readers will find it difficult to get into. Sentences such as, "Oversimplifying, we can say that the way we act is so much an expression of the way we feel that the harmonizing of energetic action with abundant emotional living is an ever present problem," or, "There is a subtle perception of the other person's attitude and point of view with an individualized adjustment of one's conduct thereto that is indefinable," are not stumbling blocks, they are block busters. A person who meets this style when he is struggling with an idea related to himself cannot be blamed if he fails to muster up the courage to chisel through this verbal obstruction in addition to his own inner resistance.

Bibliographies of films and readings are included after each chapter. Those of films are excellent and should prove very helpful to a teacher who uses this book as a text with pre-service teachers. Although the authors indicate that *The Teacher's Personal Development* offers help to experienced teachers who wish to deepen their insights, it is primarily a textbook.

ROMA GANS
Teachers College, Columbia

In-Service Education for Teachers, Supervisors, and Administrators, the 56th Yearbook of the National Society for the Study of Education, Part I. Chicago, University of Chicago Press, 1957. xiv + 376 pp. $4.00.

This yearbook has an interesting plan of organization which allows both for wide participation in the preparation of the book and for adequate coverage of the major dimensions of in-service education of the teaching profession today. The expansion of the original yearbook committee of five people to include sixteen contributors and seventeen additional collaborators should assure the reader of a wide range of experience and outlook on in-service education, and illustrate a basic principle of in-service education—the widespread involvement among representatives of various levels of the educational enterprise.

Section I is a good treatment of the need, history, and characteristics of in-service education. It is distinguished particularly by a stimulating chapter on "Psychology of

Change Within an Institution." The authors of this chapter, Coffey and Golden, skillfully draw from the dynamics of individual and group behavior those elements which are central to an understanding of educational institutions, and to the exploitation of the institutional setting to effect educational change.

"Resistance to change," they say, "is to be expected at any level. Unless there is resistance, it is doubtful whether institutional change can endure or individual change can go very deep. Change is less threatening and, indeed, may be more validly tested if, in the beginning, while involving all levels of the institution, it can be placed upon an experimental basis to be evaluated as a part of an action-research program." (p. 102.)

In Chapter V, Parker gives twelve guidelines for in-service education which may be helpful to persons involved in planning and evaluating programs of professional improvement.

For this reviewer, Section II provided the most interesting reading. In this part are recorded the reactions of groups of teachers, administrators, and supervisors to Section I. The chapter by the teachers is especially refreshing in its down-to-earth quality. For example,

> Before someone makes a little shrine before a free-form mass dubbed a "group," let's admit that as educators we tend to be a little carried away by the whole "group" idea. Suddenly alerted to the power inherent in co-operative action, we often approach it as a method or a technique and forget where the method or the technique is supposed to take us. (p. 137.)

Section III of the book is devoted to a discussion of the extent and nature of local, area, state, regional, and national in-service programs, with particular reference to the existence or absence of the guidelines suggested by Parker in Chapter V. The reader is helped to see both applications and further implications of these guidelines. The fact that many times some of these guidelines are absent in the programs studied does not undermine their validity as guidelines, but suggests that improvement programs could be more effective if these principles were followed more generally and consistently.

Section IV rounds out the treatment of in-service education by giving attention to organization, evaluation, and training for carrying on instructional improvement. Here we find much suggested material from a number of disciplines, drawn together for a focus on the job of educational leadership. These chapters provide a capstone for this persuasive book to which one must give agreement for the most part. Within the last three chapters are found the crucial elements which make for success or failure on the part of those sincerely committed to educational improvement. Miles and Passow hypothesize on the alternatives of success or failure in the following last sentence of the book:

> *If* program planners and participants give careful attention to locating gaps in the teacher's preparedness for instructional services, to planning and carrying out meaningful training experiences, and to research on the effects of the experiences, *then* the in-service program will go deeper and farther, and educational experiences of boys and girls will be improved. (p. 367.)

PAUL M. HALVERSON
Syracuse University

An Experimental Study of Arithmetic Problem-Solving Ability of Sixth Grade Girls, by Sister Mary Dominic Engelhard. Washington, D. C., The Catholic University of America Press, 1955. 62 pp. $1.00.

An Experimental Study of Arithmetic Problem-Solving Ability of Sixth Grade Boys, by Sister Mary Camille Kliebhan. Washington, D. C., The Catholic University of America Press, 1955. 51 pp. $1.00.

As the reviewer read the two reports of doctoral studies, he was reminded of the story about the blind men and the elephant. You recall, each man touched a different part of the elephant and came away with an

inference concerning the whole elephant. Each blind man's analysis of what he had examined was correct, but the conclusions concerning the whole were grossly in error.

It is the whole view that is missing in so much otherwise good educational research. What is needed is a team of researchers to investigate educational problems. Each member of the team would bring to the project his special knowledge. Pooling of these special knowledges could lead to a better, a more adequate description of the problem under investigation. More facets could be considered because more specialized knowledge would be brought to bear on the data. Operations research techniques applied to educational problems are needed.

These two investigators carried out an intensive testing program—seventeen different items—on a large sample of boys and girls in sixth-grade classes. They used acceptable statistical methods to analyze the data. The reviewer does not criticize what happened *after* the data were collected. He quarrels with what happened *before* the test program began. Were questions such as target population or sample population considered? Was consideration given beforehand to what sort of data collecting would yield the most information? Were various statistical designs studied to see which one might yield the most penetrating information? Was consideration given to textbooks? To teachers? To socioeconomic status? To out-of-school experience of the children? And if all or some of these questions were considered, what was the rationale for the decisions reached? No evidence of such thinking appeared in the published reports.

The studies' conclusions are obvious: "High achievers are significantly superior to low achievers on all tests at the 1 per cent level of confidence," except on one test. Or, boys and girls behave alike with respect to problem solving. Such results of research have little impact.

MYRON F. ROSSKOPF
Teachers College, Columbia

COLUMBIA

THE INDEPENDENT STUDY PROGRAM IN THE UNITED STATES

By ROBERT H. BONTHIUS, F. JAMES DAVIS, and J. GARBER DRUSHAL, *in collaboration with* FRANCES V. GUILLE and WARREN P. SPENCER. A report on an undergraduate instructional method, this book is the first to provide a comprehensive analysis of independent study programs in the United States. It appraises the effectiveness and value of existing programs and indicates how programs of independent study can be used both to ease conditions in overcrowded classrooms and to improve the quality of individual learning and scholarship. $4.50

SOVIET EDUCATION

Edited by GEORGE L. KLINE, *with a Foreword by* GEORGE S. COUNTS. These nine first-hand reports by former Soviet teachers and students provide a unique source of insight into the day-by-day functioning of the Soviet educational system during the 1920's, 1930's, and early 1940's. The reports convey the intimate texture of student life, of student-teacher relations, and of the actual operation of the system of admissions, examinations, and lectures. $3.50

THE NATURE OF CONFLICT

Here is a comprehensive critical survey of current research—both sociological and psychological—on inter-group tension. The book consists of four essays: *The Sociological Study of Conflict*, by JESSIE BERNARD; *The Phychological Study of Tensions and Conflict*, by T. H. PEAR; *Conflict and War from the Viewpoint of Historical Sociology*, by RAYMOND ARON; and *Discovering Paths to Peace*, by ROBERT C. ANGELL. A UNESCO publication. Paper, $4.00

COLUMBIA UNIVERSITY PRESS
2960 Broadway, New York 27, N. Y.
Publishers of THE COLUMBIA ENCYCLOPEDIA

CUBBERLEY OF STANFORD

AND HIS CONTRIBUTION TO AMERICAN EDUCATION

by Jesse B. Sears and Adin D. Henderson

Set against the background of the most exciting and decisive period in American education, this biography presents Ellwood Patterson Cubberley (1868–1941) in all significant aspects of his long and notable career as teacher, scholar, administrator, author, editor, and philanthropist. This warm and sympathetic biography will be of great interest to everyone concerned with the creative role of American education. Eleven pages of photographs. $5.75

THE CHILD WITHIN THE GROUP

AN EXPERIMENT IN SELF-GOVERNMENT

by Marion E. Turner

A record and analysis of a unique experiment which provides new information on the development of self-control among children and on how early group controls become effective with them. With a Foreword by *Theodore M. Newcomb.* $3.00

HISTORY OF EDUCATION CHART

THIRD EDITION

by Lester B. Sands and Richard E. Gross

This useful four-color chart is arranged chronologically and outlines for each period the aims of education, main schools of thought, typical curriculum, and other important topics. $2.50

Stanford University Press · Stanford, California

DEVELOPING A CURRICULUM FOR MODERN LIVING. Second Edition, Revised.

By Florence B. Stratemeyer, Hamden L. Forkner, Margaret G. McKim, and A. Harry Passow. *740 pages. $5.50*

This thorough revision presents a concept of curriculum development which focuses on building understandings, values, and skills through experience arising out of the daily situations children and youth face; and using persistent life situations—the constants in a changing world—as the guides to the direction in which experiences should be developed. The authors' approach to curriculum development is even more explicit than in the earlier edition, and specific examples are more numerous.

New emphases include: understanding major curriculum designs, achieving curriculum change, deciding what and how to teach, providing for individual differences, and evaluating pupil progress.

A PUBLICATION OF THE HORACE MANN-LINCOLN INSTITUTE OF SCHOOL EXPERIMENTATION

BUREAU OF PUBLICATIONS
Teachers College, Columbia University, New York 27

A NEW BASIS OF SUPPORT FOR HIGHER EDUCATION

THAD L. HUNGATE
CONTROLLER, TEACHERS COLLEGE, COLUMBIA

The author sets up objective measures of *actual* support and *ability to finance* higher education in the states—measures which enable the reader to:

.....See clearly the level of institutional current support for higher education of youth in the states.
.....compare state patterns of support sources.
.....contrast the effort exerted in the various states to support higher education for youth.
.....see bases for federal aid to equalize opportunities.

Part I of the study presents the background of the problem, a broad overview of current practice, a summary and interpretation of the issues emerging from the analysis, and proposals for action. Part II sets forth in text, summarizing tables, and charts the statistics on effort and support by states. In the Appendices are twelve master tables upon which the presentation of Part II rests.

Paper bound $1.75

BUREAU OF PUBLICATIONS
Teachers College, Columbia University, New York 27